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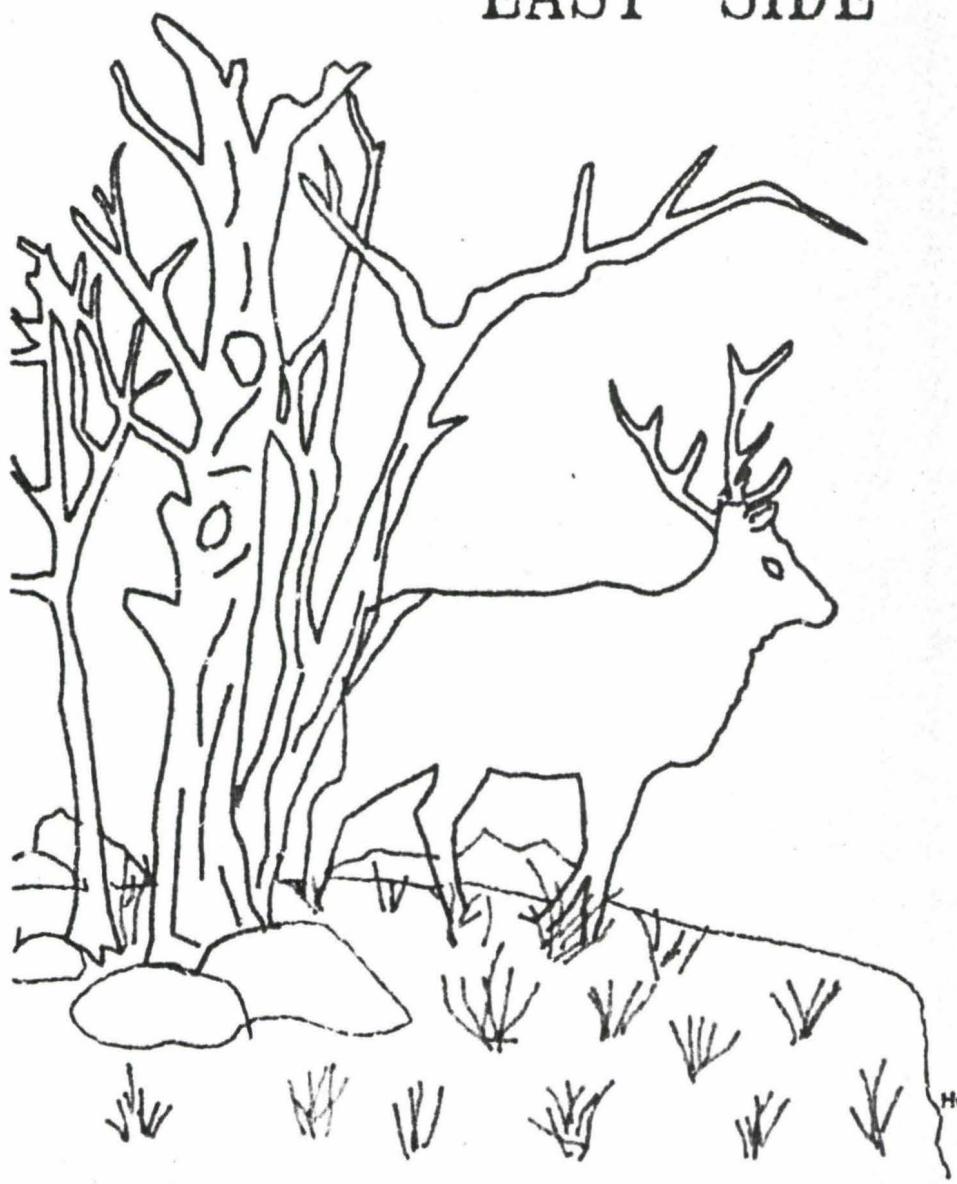
JANDA

RECREATION MANAGEMENT ALTERNATIVES

OLYMPIC NATIONAL FOREST EAST SIDE



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RECREATION MANAGEMENT ALTERNATIVES

OLYMPIC NATIONAL FOREST

EASTSIDE

USDA FOREST SERVICE

PACIFIC NORTHWEST REGION

OLYMPIC NATIONAL FOREST

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EAST SIDE

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CLEMSON UNIVERSITY - CLASS OF 1985

THIS PAPER WAS PREPARED AS A STUDENT PROJECT IN PARTIAL FULFILLMENT OF THE REQUIREMENTS OF THE PROFESSIONAL DEVELOPMENT FOR THE OUTDOOR RECREATION MANAGEMENT PROGRAM AT CLEMSON UNIVERSITY. IT IN NO WAY REFLECTS USDA FOREST SERVICE POLICY NOR ARE THE OPINIONS EXPRESSED THOSE OF ANYONE OTHER THAN THE AUTHOR.

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OLYMPIC NATIONAL FOREST
EAST SIDE

ABSTRACT: The Forest Service has experienced fund reductions over the last decade, and particularly the last five years (1981-1986). These reductions have had an impact on how the recreation program is managed on the Olympic National Forest. A combination of funding and personnel reductions have made it difficult to continue past management practices.

This analysis looks at those alternatives that provide the most efficient and cost effective operation of recreation sites; the management of the recreation program on the East Side of the Olympic National Forest and to provide a quality recreation experience to the visiting public. Several workable alternatives are analyzed for their ability to accomplish the above by focusing on geographical areas, resource workloads, outputs such as miles of trail maintained, acres to be managed and P.A.O.T. (people at one time) days provided to the public and personnel needs to accomplish the job. Alternative V, "Contracting Alternative", was recommended after analysis of the alternatives and selected by the Olympic National Forest Supervisor. Implementation of the alternative will be accomplished by the Forest Management Team within a two year period.

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INTRODUCTION

INTRODUCTION

The Olympic National Forest is located on the Olympic Peninsula, adjacent to the Olympic National Park in Washington State. The Forest serves an important recreation role in providing developed, dispersed and Wilderness opportunities to state and out of state residents.

The Hoodsport, Quilcene, and Shelton Ranger Districts (the eastern half of the Olympic National Forest), are the districts making up the planning area. These three Ranger Districts are within two hours driving time of 2.5 million residents living in the lower Puget Sound area (King, Mason, Pierce, Snohomish, and Thurston counties). Currently, auto touring, camping, hiking trails, picnicking, Wilderness use, hunting, and gathering forest products are the most popular activities. Unique activities such as clam digging, oyster picking, and scuba diving are also available along the salt water beaches of Hood Canal.

OBJECTIVES

The primary objective of this plan is to propose an efficient and cost effective management strategy that will continue to provide quality recreation opportunities for the visiting public on the Olympic National Forest.

This study will review the recreation workload, funding, and management on the east side of the Forest. The study will also review several workable alternatives that could maintain or improve upon the existing level of recreation management for the east side under the projected funding, personnel, and workload.

STATEMENT OF PROBLEM

The Olympic National Forest shares with other national forests a difficult time in management of its many resources. Allocated dollars received on the forest are inadequate to support the total recreation program. The recreation program consists of developed sites, dispersed areas, Wilderness, and trails. Due to to limited funding, management has reduced programs and taken measures such as:

1. Shorter operating seasons at developed sites.
2. Closure of some developed sites (campgrounds and picnic areas).
3. Reduced service levels at developed and dispersed sites.
4. No service in some dispersed areas and Wildernesses.
5. Reduced trail maintenance and, in some cases, no trail maintenance.

The problems described did not happen overnight. It has taken a decade to develop. Each year the cost to maintain or replace facilities would rise. Wages were increased and personnel trained and promoted as more expertise and skill levels were required. Few temporary positions were filled due to lack of funds. As a result, the condition of the forest recreation facilities have deteriorated and some campgrounds have been closed.

Increasing efficiency and reducing costs have become a national priority. The President's private sector survey on cost control (Grace Commission), identified numerous areas where government agencies and programs could be streamlined to reduce costs and personnel. Reform 88, the administration's action plan, defines specific goals and objectives for implementing key findings of the Grace Commission. Within the Forest Service, these initiatives have important implications at all organizational levels. Recent enactment of the Gramm-Rudman budget balancing bill (December 1985), will impose severe hardship on all National Forest programs.

Substantial federal job cuts are anticipated as programs are reduced or eliminated. Funding reductions in 1986 are expected to be 5 percent and 15 percent in 1987. The situation is expected to get worse until the budget is balanced (1991).

The Forest Service is aggressively taking action to meet these challenges. With several key positions now vacant, the Olympic National Forest is afforded an excellent opportunity to study and review alternatives that will result in more efficient management of its resources. The Olympic National Forest Supervisor has authorized this analysis as an administrative study (Forest Service Manual 1221.13), for management purposes.

DELIMITATIONS

1. This paper will address Hood Canal Districts on the East side of the Olympic National Forest (Hoodsport, Quilcene, and Shelton Districts).
2. For planning purposes, the portion of the Shelton District west of the Grays Harbor and Mason County line is excluded from this study except for the Current Management alternative.
3. The selected Alternative will be implemented within a two year period.
4. Management Options will pertain only to public lands on the Olympic National Forest.

LIMITATIONS

1. Alternatives considered must be cost effective.
2. This paper is an Administrative Study.
3. The Preferred Alternative will be selected by the Forest Supervisor.
4. This proposal must be compatible with the "Size of District Analysis" that is in progress.
5. The results of this study should not adversely affect the Ranger Districts on the West side of the Olympic National Forest.
6. This paper deals only with how to administer the current recreation program more efficiently (developed, dispersed, and Wilderness).
7. The alternative selected must be responsive to change.
8. Cost analysis and comparison will be based on the previous five year period.
9. The current situation is the baseline from which to compare alternatives.

ASSUMPTION

1. Full Time Equivalents (FTE's) will continue to decline.
2. Target allocations may not decrease.
3. Demand for recreation resources will increase.
4. Short term funding reductions can be expected.

DEFINITIONS:

ADVENT- Budget process used to program dollars for projects, identifies targets, inputs, outputs, skills required, programmed days, and appropriations.

BUSINESS MANAGEMENT ASSISTANT(BMA)- Management Assistant responsible to the District Ranger for Business Administration at the Ranger District level.

CURRENT LEVEL- Terminology used in the advent budget process to describe the current financing level for a given fiscal year.

DISTRICT RANGER(DR)- Responsible to the Forest Supervisor for a management of an assigned unit. (LINE OFFICER POSITION).

DOWNSIZING- Reducing the size of the organization to meet future reductions in the workload. (Limits the number of positions required to accomplish jobs).

FIRE MANAGEMENT OFFICER-(FMO)- Management Assistant responsible to the District Ranger for the fire organization. (On some districts the FMO is responsible for the Recreation program).

FULL SERVICE LEVEL (FSL)- Terminology used in the advent process to describe the financing level for Full Service. Also identifies standards that must be met within the Recreation Maintenance Plan for sites and facilities.

FULL TIME EMPLOYEE- Employees that are employed throughout the year (261 days) to accomplish assigned jobs.

HOOD CANAL DISTRICTS- (For the purpose of this study) considered to be the SHELTON, HOODSPORT AND QUILCENE RANGER DISTRICTS, EAST SIDE DISTRICTS OF THE OLYMPIC NATIONAL FOREST.

PART TIME SEASONAL EMPLOYEE- Employees hired during peak periods (usually summer months) to accomplish necessary assigned targets. Sometimes referred to as seasonals or part time.

PEOPLE AT ONE TIME(PAOT)- The number of people at one time, a site, as presently developed, can safely and reasonably accomodate. For campgrounds the guidelines state: Muliply the total number of camping units by the number 5.

RECREATION ASSISTANT- District Assistant responsible for the Recreation Program on a Ranger District. (This position is supervised by a District Management Assistant identified by the District Ranger.

RECREATION FOREMAN- Crew Foreman responsible for the maintenance of developed and dispered recreation sites and the trail maintenance program.

RECREATION VISITOR DAYS (RVD'S)- Recreational use of National Forest sites, or areas of land and water, which aggregates 12 visitor hours, 12 persons for 1 hour, or any equivalent combination.

REDUCED SERVICE LEVEL (RSL)- Terminology used in the advent budget process to describe the financing level for reduced services. Identifies standards within the Recreation Maintenance Plan that must be met in order to meet minimum requirements. (Usually relates to Health and Safety items).

RESOURCE ASSISTANT (RA)- Management Assistant responsible to the District Ranger for Resources (Watershed, Range, Minerals, Timber and etc.).

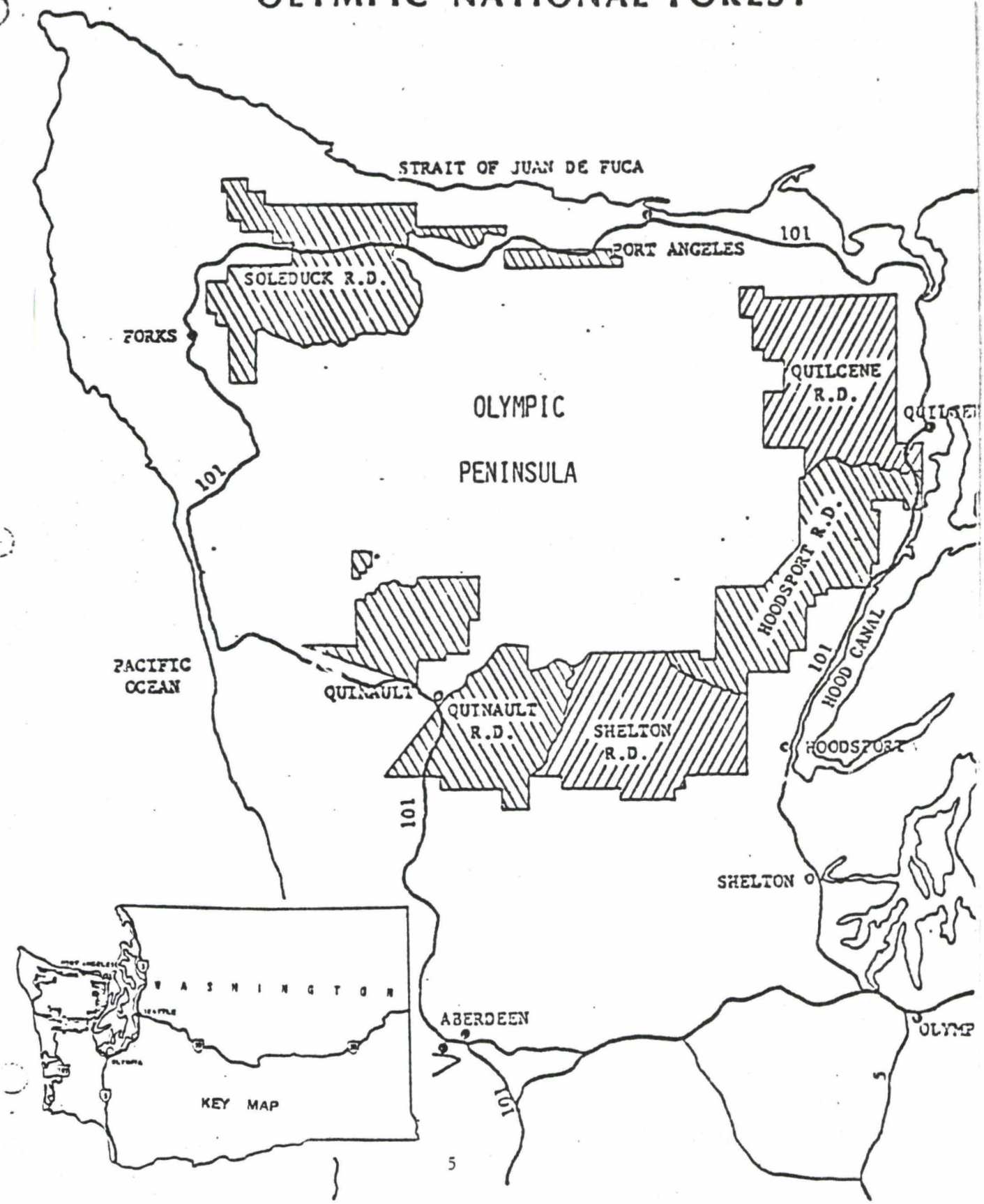
TIMBER MANAGEMENT ASSISTANT (TMA)- Management Assistant responsible to the District Ranger for the Timber program.

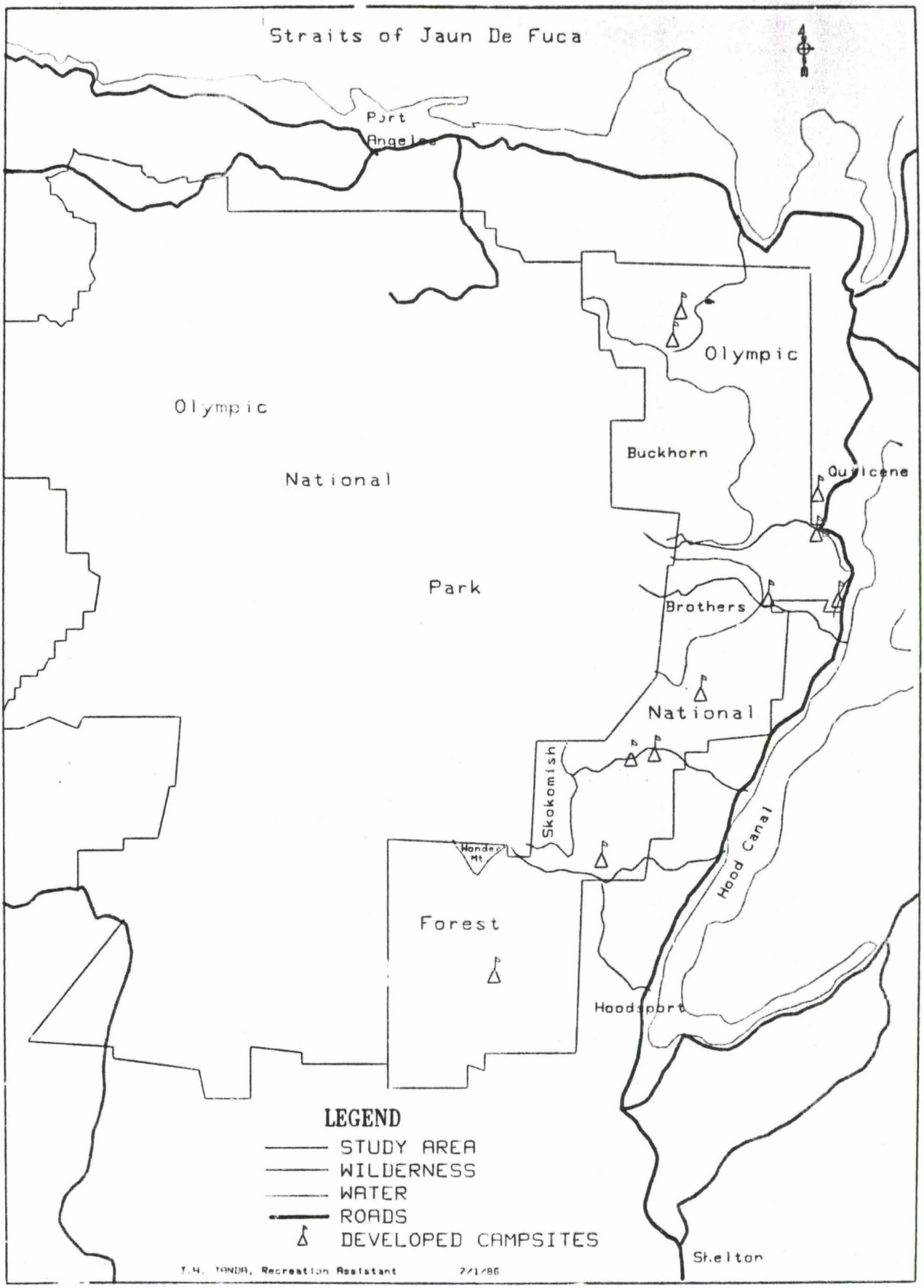
VISITOR INFORMATION SPECIALIST (VIS)- Sometimes referred to as Information Receptionist, responsible for disemination of information to the public at Information offices or District offices.

ZONE- To manage as a single unit, set apart as distinct from surrounding or ajoining parts.

ZONE MANAGER- Individual responsible for the Recreation program withing the zone and answers to the Board of Directors.

OLYMPIC NATIONAL FOREST




Straits of Jaun De Fuca
Port Angeles
Olympic
Olympic
National
Park
Buckhorn
Quilcene
Brothers
National
Skokomish
Hood Canal
Hood Mt
Forest
Hoodsport
Shelton
LEGEND
STUDY AREA
WILDERNESS
WATER
ROADS
DEVELOPED CAMPSITES
T.H. TANDA, Recreation Assistant 7/1/86

REVIEW OF LITERATURE

REVIEW OF LITERATURE

Request for literature searches concerning recreation management alternatives were not successful. Westfornet (Western Forest Information Network, U.S. Department of Agriculture), in Seattle did produce some information on contracting out services. Some information was available in Forest Service Manuals and Handbooks concerning planning. The conclusion was drawn that little information is available on studies of this type. The Hoodsport District Library provided information on Centralization and Decentralization. Additional information was retrieved from 1985 Recreation Trends Symposium.

CONTRACTING AS AN ALTERNATIVE

Contracting out is a relatively new tool for recreation managers to use. It was used by officials in Los Angeles County (November 1978), to enable department heads to respond to decreasing financial resources. The "Contracting Out Program" would permit contractual agreements with the private sector for the performance of public services when reasonable cost benefits could be obtained, (R. cryder, 1985).

It was demonstrated in Los Angeles County over a five and a half year period, that there was at least 40 percent cost savings realized in various contract areas such as park security, park maintenance, trash removal, etc., (R. Cryder, 1985).

Contracting out services is not a new idea on the Olympic National Forest nor in the Forest Service. For many years we have been contracting out services for campgrounds, trail maintenance, and special recreation projects and expect to continue this type of contracting in the future.

ON CENTRALIZATION AND DECENTRALIZATION

Culturally, within this country we have lost the desire for centralized institution of any kind. The growth of decentralization parallels the decline of industry, (Naisbitt, 1982). Society is moving from an industrial to an informational type society whose economy is based on the creation and distribution of information. Centralization had stong ties to the industrial society, but not so with the new informational society. The informational society will tend to be very diverse and the more diverse it becomes, the more decentralized busisness and agencies will have to be. Decentralization empowers one to tackle problems and create change at the local level, (Naisbitt, 1982).

The most reliable way to predict the future is to understand the present, (Naisbitt, 1982). Assessing the past ten years up to the present, tells us that the trend will continue in the decline of federal dollars to support government programs. The problem is that current thinking, attitudes, and consequently our decision making, have not caught up with the reality of how things really are.

It is suggested that government act much like business - to shift from short term to long term strategies, and to sacrifice now in order to have a healthier

future. It is suggested that we move from the so called specialist "who is soon to be obsolete", to the generalist who can adapt, (Naisbitt, 1982). We are encouraged to look at what business we are really in. "When the situation changes we must reconceptualize and even look at what business it would be useful for us to be in, to keep a clear image of what we want to achieve and head for that goal", (Naisbitt, 1982).

TRENDS IN USE

The demand for outdoor recreation on publicly owned areas is likely to continue to rise but at a slower rate than it has risen in the past. People will visit such areas more times and expend more dollars so that demand will shift. The same basic factor - love of the outdoors - will be a fueling factor in the future. The annual growth rate in attendance is more likely to be in the range of two to four percent compared to the eight to ten percent common a couple decades ago.

The analyst who extends past trends in recreation use on public areas should do so with considerable sophistication. Specifically, if a formula is devised or a statistical regression coefficient is calculated, the analyst would be well advised to include a retarding variable, probably one which would grow in strength as time marched on, in whatever projections of future demands were made. (M. Clawson, 1985).

Tighter budgets at every level of government are a fact of life for the future. The competition for public funds for many activities will be very keen and the public opposition to higher taxes will be enormous. The recreation community may have to look to alternative sources of funds as well as to the general taxes. There will almost surely be increased debate over how much of the cost should be borne by the recreation user. The realistic alternatives may be larger user fees or some degree of neglect of the public recreation areas, if the opposition to larger use of general tax revenues should increase. Recreation specialists would be well advised to conduct some research and planning on how best to meet the costs of management of public recreation areas, (M. Clawson. 1985).

METHODOLOGY

DATA COLLECTION

Data was collected in many forms. Ideas were solicited from recreation managers within the agency who were also used as a sounding board for formulated ideas. Advice was sought from peer groups, counterparts, and management. The management team (District Rangers on the east side of the Olympic National Forest, Forest Supervisor, and his staff of the Olympic National Forest) were used as a disciplinary team to assist the author with management direction. Working with this management team, sideboards were determined (scope of project), objectives were evaluated, and alternatives developed. The involvement of Line and Staff officers was most important to management from the outset to assure their participation as an integral part of this project. This secured commitment by the District Rangers. (See Appendix F, Documentation of Meetings).

Written input was requested from the National Park Service due to our close working relationship, and the recreation specialists from the Soleduck, Quilcene, Quinault, and Shelton Ranger Districts of the Olympic National Forest. Specifically, all were asked to look at the project prospectus, provide ideas, expand on ideas, and suggest alternatives. From the replies new ideas were formed and clarification made between different options. The accumulation of data on "Recreation Management Alternatives" within the Forest Service came through management direction and Forest Service Handbooks. Very little information was available outside the Forest Service.

The information received from recreation managers within the Forest Service and Park Service was very valuable in formulating alternatives, see Appendix G. The Deschutes National Forest in Oregon was consulted on its use of Contracting as a tool to operate and maintain recreation facilities and cost associated with administration and operation. Their program has been working since 1981 with good resultes through the use of Special Use Permits and the contracting out of services such as campground maintenance, fee collection, and sanitation maintenance. There have been problems with acceptance by the public due to non-traditional management and minor problems associated with a new program. However, using contracting as a tool helped the Deschutes National Forest keep campgrounds open and provide more services to the public.

The Olympic National Forest and the Olympic National Park are now in the second year of a formal contract whereby the Park Service maintains the facilities of Elkhorn Campground. Park managers encourage this arrangement due to their proximity to the campground.

Negative feedback has been received on the use of contracting for the following reasons:

1. Spending administrative dollars on contract inspection.
2. Inspection procedures and record keeping are time consuming.
3. Loss of Forest Service visibility and identity.
4. Quality of services may not be to Forest standards and reflect on the managing agency.

The advantages of contracting were not addressed by those who sent letters to the author. The Hoodsport Ranger District experienced a Concession Operation in 1984 for Seal Rock Campground. The concession (a Special Use Permit) did poorly for many reasons.

1. The managing agency failed to complete an analysis on its feasibility.
2. Contractor did not have the ability to operate campground.
3. Contractor charged fees for a day use activity which had not previously been charged for.
4. The managing agency failed to get public involvement.

There were advantages and positive aspects of the concession at Seal Rock Campground.

1. Hard pressed funds that normally went into administration, operation, and maintenance of Seal Rock were diverted to keep other recreation sites open. This savings amounted to $5000.
2. It took fewer Federal employees to operate the campground and encourages the private sector to become interested in providing a public service.
3. The Forest Service received 10 percent of the gross income and facilities were maintained at no cost to the Government.
4. There were many compliments from the public (within the overnight camping area) on the method of operation and the cleanliness of the campground.
5. Inspection procedures were simple and timely, documentation was recorded on normal daily diary.
6. Maintenance standards were acceptable and, in some instances, above the acceptable level.

It is the author's opinion that when an agency has a lack of dollars or insufficient funds to continue its traditional style of management, that it should look at providing that service at the lowest cost. Contracting out has been proven to be more cost efficient than the traditional method of management.

PROCEDURES

The procedure was to determine the cause of the problem and to narrow the project down (scoping) to identifiable boundaries and constraints. A research of literature produced little information except on contracting as an alternative.

The methodology used to collect data came from within the agency, consulting with other agencies and incorporating their ideas if appropriate. An inventory was taken of the recreation resources within the study area to determine size of workload and develop alternatives to administer the Recreation Program.

Alternatives were developed by the Forest Management Team and the author of the study (see Appendix F).

INVENTORY OF RECREATION RESOURCES

The Olympic National Forest provides a range of opportunities in which the recreation experiences take place. These opportunities are displayed within the Recreation Opportunity Spectrum (ROS) inventory for the study area.

The Recreation Opportunity Spectrum consists of a combination of recreational activities, forest settings, and probable experience opportunities which are arranged along a spectrum. This spectrum is divided into six classes; Primitive, Semi-primitive Non-motorized, Semi-primitive Motorized, Roaded Natural, Rural, and Urban. Table 1 summarizes the amount of acres for each ROS class on the east side of the Olympic National Forest.

TABLE 1 - AREAS OF RECREATION OPPORTUNITY SPECTRUM (ROS) CLASSES

ROS CLASS	OUTSIDE WILDERNESS	INSIDE WILDERNESS	TOTAL	% OF TOTAL
Roaded Natural	250,267		250,267	69
Semi-Primitive (Motorized)	8,714		8,714	2
Semi-Primitive (Non-Motorized)	20,705	4,077	24,782	7
Primitive	4,256	76,769	81,025	22
TOTAL	283,942	80,846	364,788	100

DEVELOPED AND DISPERSED RECREATION

Based on 1985 recreation information data, approximately 64 percent of the total recreation use occurring on the Olympic National Forest is occurring within the the study area (presently known as Hoodsport, Quilcene, and Shelton Ranger Districts). This recreation use is distributed as follows: 1) Developed campgrounds (66,500 RVD's or 12 percent); 2) Dispersed recreation (429,250 RVD's or 77 percent); and 3) Wilderness (63,850 RVD's or 11 percent).

DEVELOPED

There are 14 developed sites within the study area. Five of the 14 have a daily use fee, ranging from $3.00 to a high of $6.00. Four of the developed sites are closed due to lack of funds, and four have no fee associated with use of their facility. (See Appendix C for length of season, service levels, PAOT days and other developed site information). At present, there are two Forest Service information stations and one joint Park/Forest information office located on the East side of the Olympic National Forest.

The joint information office is shared with the National Park Service and the Forest Service at Hoodsport, Washington. The other two information offices are located at Quilcene and Shelton, Washington. Total combined use for the three information offices in 1985 were 42,000 visitors equaling 854 Recreation Visitor Days (RVD's).

Generally, developed recreation on the Forest consists of weekend use from the Seattle-Tacoma metropolitan areas. Out of state users tend to stay longer. There are certain areas and activities that receive heavy use during the week. Visitors will spend several days in campgrounds situated on or near the saltwater shores of Hood Canal to clam, shrimp, pick oysters, crab, and walk along the beaches at low tide.

Campgrounds are considered well managed when they operate at 20% to 40% of theoretical capacity. Theoretical capacity is equal to the number of People At One Time (PAOT) that the facility can accommodate, multiplied by the number of RVD (Recreation Visitor Days) days in the use season, and multiplied by 2 RVD's (2 RVD's in a 24 hour day). Recreation sites receiving use that exceeds 40% of the theoretical capacity have a greater potential for soil compaction, trampling of vegetation, and wear and tear on facilites such as toilets, tables, fire rings, and water systems. Within the study area are two campgrounds that consistently exceed 40% of theoretical capacity. The two sites are Seal Rock and Hamma Hamma Campgrounds.

Table 2 provides a summary of the existing inventory of developed sites and their capacity. (See Appendix D for fees collected and cost per PAOT day).

TABLE 2 - DEVELOPED RECREATION SITE CAPACITY

TYPE OF SITE	NUMBER OF SITES	PAOT CAPACITY
Campgrounds	9	114,700
Picnic Areas Closed	1	- 1,650
Observation Points	1	5,500
Visitor Sites	3	8,470
Campgrounds Closed 1/	3	- 31,460

1/ Existing campgrounds that are closed under the current management situation.

DISPERSED RECREATION

Dispersed recreation includes activities such as hunting, fishing, hiking, auto touring, mountain climbing, boating, gathering forest products, as well as camping and picnicking. These events occur as part of the total recreation picture which also includes developed sites, such as campgrounds, visitor information centers, and picnic areas. Currently, 77 percent of the study area's total recreation use is attributed to dispersed recreational activities.

There are 1,175 miles of maintained roads that provide many opportunities for dispersed roaded recreation. These roads provide access to popular dispersed and roadless areas. Auto touring (driving forest roads for pleasure), is the number one recreation use.

Approximately 83 percent (169.6 miles) of the recreation trail system is located within the study area (east side, Olympic National Forest). The Forest total is 203.6 miles of trail. The trail system accesses Wilderness, roadless areas, and dispersed unroaded areas, in addition to popular roadside nature walks, streams, and lakes.

There are two national recreation trails totaling 13.1 miles. There are also eight trails that begin in the Forest and end in the Olympic National Park and one trail that begins in the Park and ends in the National Forest. (See Appendix D which summarizes the trail system on the Olympic National Forest and a breakdown by Ranger District).

WILDERNESS

The Olympic National Forest has five designated Wildernessess. Four of these are within the study area. Created by the Washington Wilderness Act of 1984, they include: Buckhorn - 44,454 acres; The Brothers - 16,896 acres; Mt. Skokomish - 15,912 acres; and Wonder Mountain - 2,328 acres. This equates to 79,590 Wilderness acres. (See Appendix E for map of area and physical descriptions).

CURRENT MANAGEMENT

From 1975 through 1985, budgets supporting the recreation program have declined on the Olympic National Forest. During this same time period, the cost of doing business has increased.

Emphasis shifted from putting dollars on the ground to other needs such as computers, land use planning, and management support positions.

In April, 1985, the Forest Management Team identified positions on the Olympic National Forest which were to be eliminated as part of the first phase of the downsizing effort. Downsizing the organization became necessary to enable the Forest to operate within its projected appropriations. There were several recreation positions identified as surplus: Recreation Assistant at Hoodsport, Resource Assistant and Recreation Forester at Quilcene, and the Resource Assistant at Shelton. The decision was made to eliminate all the identified positions with the exception of Hoodsport's Recreation Assistant which was identified as necessary to accomplish the workload at Hoodsport.

Exhibit I, Page shows the status of the recreation organization at the present time (January 1986). The Recreation Forester and Resource Assistant positions at Quilcene were eliminated. The Timber Management Assistant at Quilcene is presently assuming the responsibility of the resource positions. The Resources position at Shelton was eliminated with the Fire Management Officer assuming the responsibility of the recreation program.

All of the positions are multi-financed to some degree in support of other non-recreation programs.

FUTURE TRENDS

The demand for outdoor recreation is increasing for both developed and dispersed recreation. Based on historic trends and projected population growth by county, recreation use on the Forest is expected to continue to increase. Table 3 shows projected recreation use figures to out-year 2030. These figures are based on expected population growth in the four county Olympic Peninsula area as well as Puget Sound and the Pacific Northwest in general.

TABLE 3 - FUTURE RECREATION USE (1000's of RVDs)

TYPE	1980	1990	2000	2030	CHANGE 1/
Developed	382.3	462.6	522.7	684.7	+ 44%
Dispersed	784.5	949.3	1072.7	1437.4	+ 45%
Wilderness	110.5 2/	133.7	147.1	192.7	+ 43%
TOTAL	1277.3	1545.6	1742.5	2314.8	45%

1/ % change from 1980 to 2040.
2/ 1980 RVDs are for use inside "proposed" wilderness.

ANALYSIS

Examination of the Recreation Resources data, the data collected from Recreation Specialists on other Ranger Districts, available research, and the Current Management Situation, the information available is suitable as a basis for developing a range of alternatives.

Alternatives will be developed further based on what is presently managed. The key is to look at what it takes to get the job done. The primary ingredient here is the number of personnel and skills necessary to accomplish these jobs.

The alternative should look at non-traditional, different ways to manage the resources. They should reflect a difference from each other so that objective comparisons can be made. The merits of each alternative will be analyzed in another section.

DEVELOPMENT OF ALTERNATIVES

The primary purpose for the development of alternatives is to provide an adequate basis for identifying the alternatives that comes closest to maximizing net public benefit at the least cost.

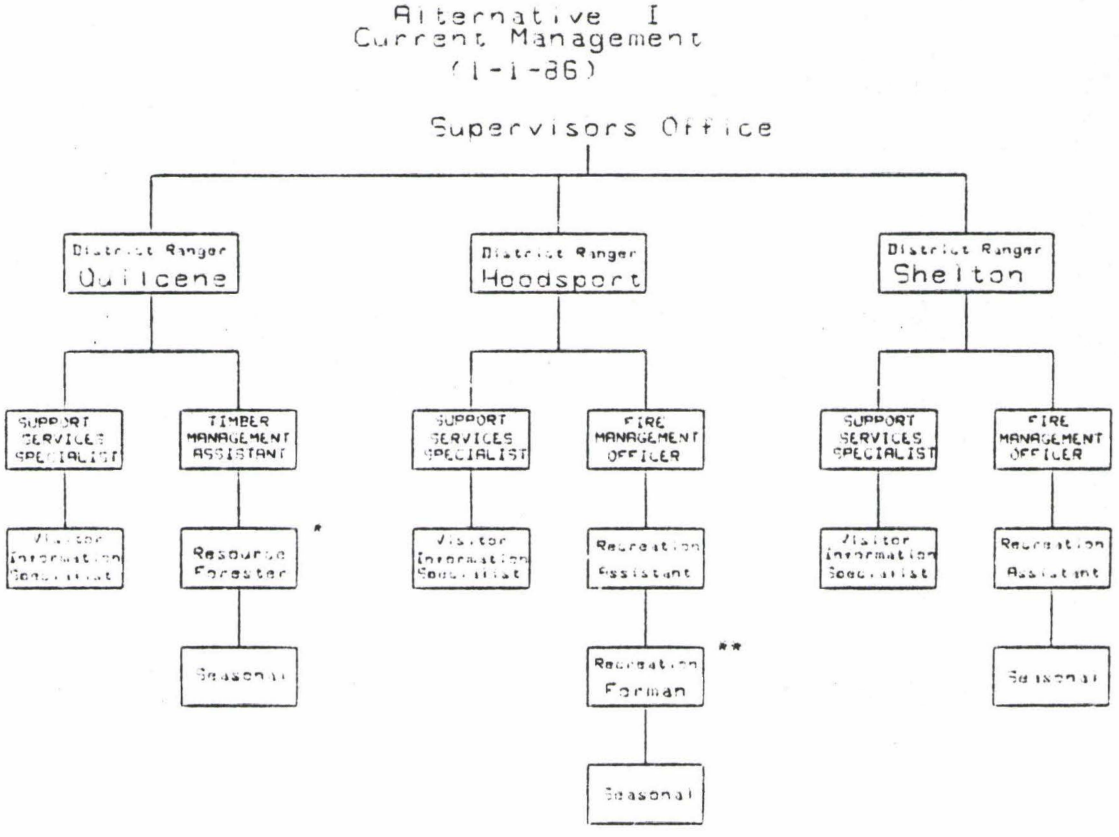
Many of the alternatives considered and not shown here were basically "what if" alternatives. Such as "what if there were a consolidation of Ranger Districts on the East side of the Olympic National Forest?" To eliminate alternatives that were similar, the assumption was made that an alternative would apply to any number of Ranger Districts.

It seems desirable to address only those alternatives that are logical, feasible and yet portray a true range of actions. Given the existing situation on the Olympic National Forest, the following alternatives offer a range of options to be considered:

ALTERNATIVE I - CURRENT SITUATION (1/86)

The Current Management situation at this time (1/86), will continue until an Analysis of Alternatives is complete, reviewed, selected, and implemented. This alternative proposes no fundamental changes from the present management style.

This alternative is a decentralized approach to management and administration. It consists of delegating authority to District Rangers, from there to each disciplinary function, (Timber Management, Fire Management, etc.) and from there to ground level (Supervisors, crews). The costs and outputs of this alternative are displayed in the Evaluation Analysis. Under this alternative, the entire land base of the Shelton Ranger District is included in the study area.



* Recreation/ NEPA/ Other Resources

** Law Enforcement Rec. Forman

Exhibit 1

ALTERNATIVE II - FUNCTIONAL MIX

The components and activities making up the recreation function are divided as displayed below. This alternative could be the same for all three Ranger Districts, except for some variations at the District Ranger's discretion and with the approval of the Forest Supervisor. Example: The District Ranger may feel that personnel can be better utilized by placing the developed and dispersed portions of the recreation program into timber or resources section. Ordinarily, the recreation assistants are responsible for the administration, operations, and maintenance of the recreation program. The Fire Management Officer is responsible for the supervision, planning, and budgeting of the program. The recreation program consists of the minimum level of financing to operate sites at Reduced Service Level (RSL).

Alternative II
Functional Mix

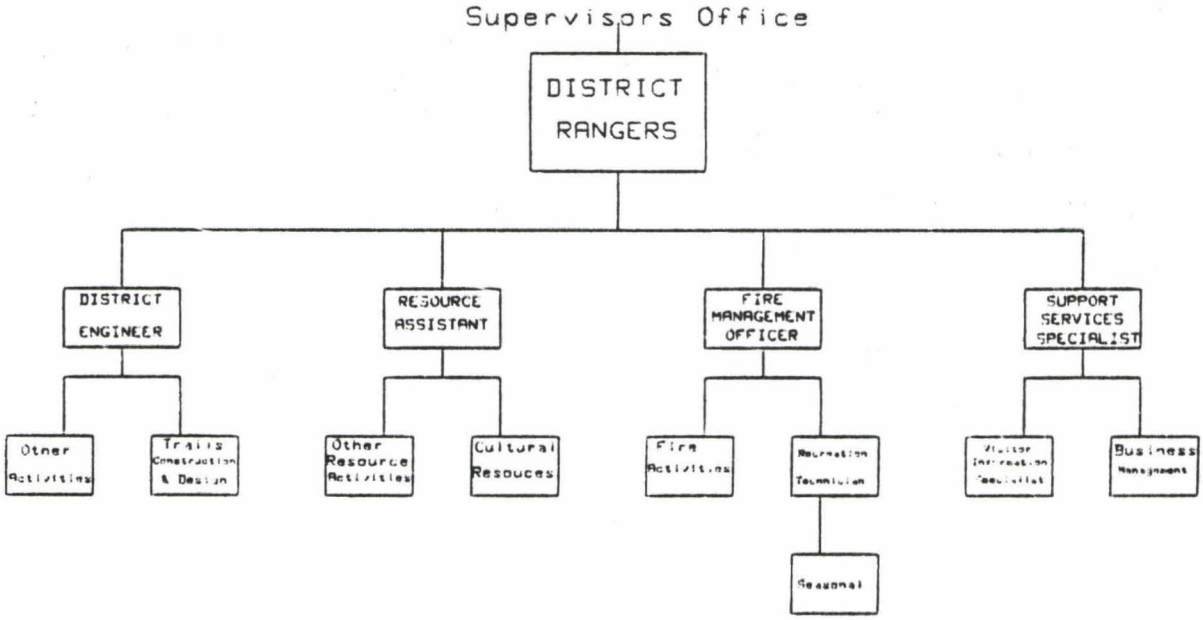


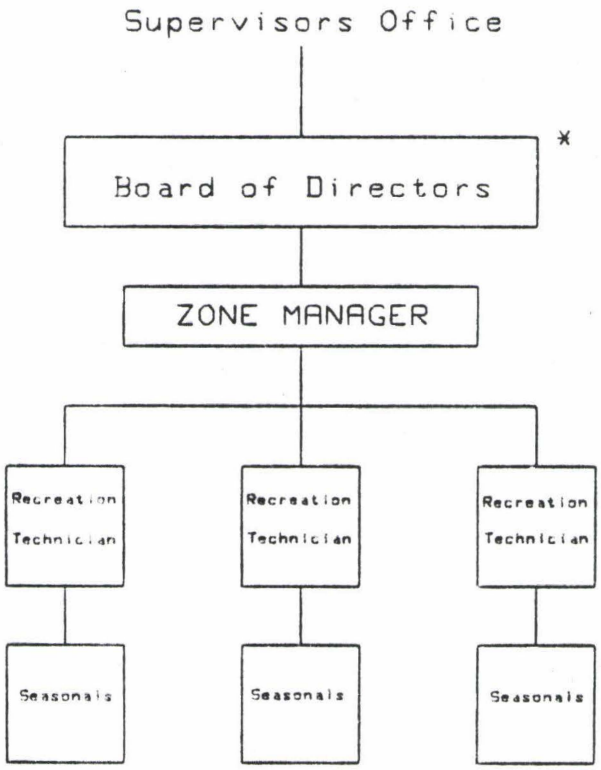
Exhibit 2

ALTERNATIVE III - ZONE MANAGEMENT

The componants and activities making up this alternative are displayed below. there will be two or three Ranger Districts on the east side of the Olympics National Forest. The Zone Manager would assume all administrative duties (planning, budgeting, and reporting), while the recreation technicians on each District would fill the on-the-ground role. Their job would be to administer the on-the-ground program with their respective crews.

The responsibility for supervision and performance of the recreation program and personnel would lie with the Recreation Officer. The Recreation Officer would br responsible to a Board of Directors made up of the east side District Rangers. The indivdual unit Rangers would outline their program and expectations, working directly with the Recreation Officer. The Rangers' evaluations of the program and its success or failure would be communicated to the Recreation Officer during all performance reviews and ratings.

Alternative III
Zone Management



* Made up of East Side District Rangers

Exhibit 3

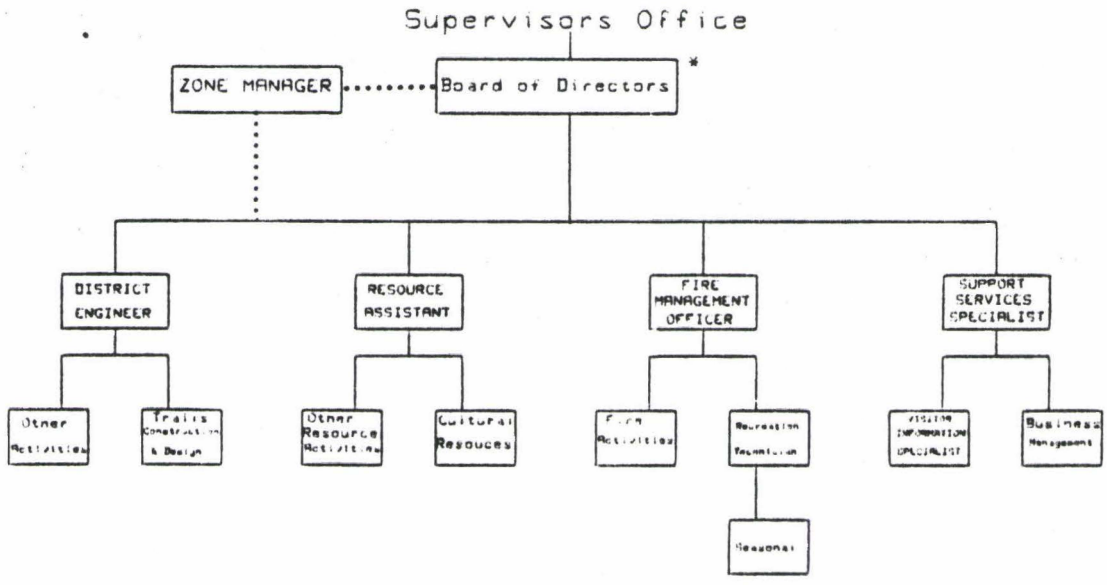
ALTERNATIVE IV - ZONE MANAGEMENT, FUNCTIONAL MIX

The components and activities making up the recreation function would be divided as displayed below.

This alternative is the same as functional mix on Alternative III except for the additional position of a Recreation Officer (not a Ranger District Management Assistant (RDMA) position. This position would not directly supervise the recreation assistants on the individual Ranger Districts. Supervision and performance ratings would remain at the District level with input by the Recreation Officer to the appropriate District Staff Officer. Variations of this Alternative (as in Alternative III) would have to be reviewed and substantiated by the Forest Supervisor.

The Recreation Officer would assume all administrative duties such as planning, and reporting, thereby relieving the recreation personnel on their respective units to accomplish field work. Duties would also include assistance to district personnel in the areas of data collection, recommendations, etc.

Alternative IV
Zone Functional Mix



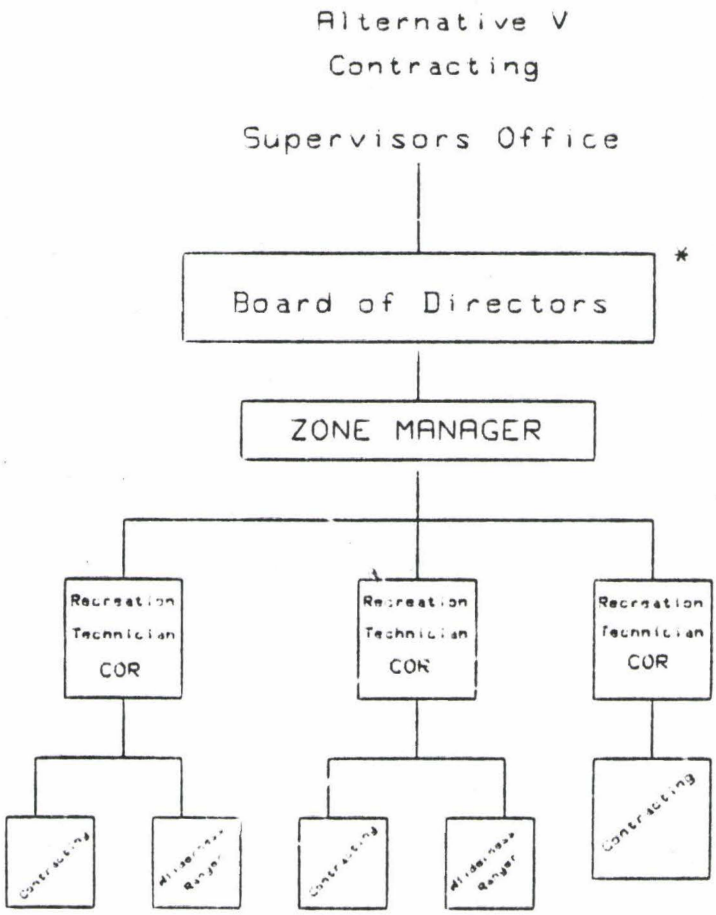
* Made up of East Side District Rangers

Exhibit 4

ALTERNATIVE V - CONTRACTING

This Alternative addresses the use of contracting as a management tool which will shift the performance of functions previously performed by the Forest Service work force to the private sector or by other agencies such as the National Park Service. As displayed below, the Zone Manager would work in conjunction with the recreation technicians to prepare and advertise for bid the developed, dispersed, and trail maintenance programs. The Wilderness program would be exempt from contracting and would require Forest Service personnel in its administration.

Supervision of the District recreation technicians would be by the Recreation Officer who would in turn be responsible to the Board of Directors (east side District Rangers). The individual unit Rangers would outline their programs and expectations with the Recreation Officer.



* Made up of East Side District Rangers

Exhibit 5

OTHER ALTERNATIVES

The following alternatives were considered during the alternative development stage but eliminated from further analysis.

ALTERNATIVE VI - HISTORIC

Past management (pre-1985). Present day funding would not allow us to return to this management style. Between 1980 and 1985 this organization became unproductive due to lack of funds. See Exhibit 6 of Appendix H.

ALTERNATIVE VII - ZONE MANAGEMENT

This is a good alternative except that it adds another position to the organization and it cannot be funded. See Exhibit 7 of Appendix H.

ALTERNATIVE VIII. CENTRALIZATION

Compares with and is similiar to Zone Management. Each Technician within the Zone can specialize to produce the same results as the Centralization Alternative. It would require a major organizational change to address this alternative and relocation of the Supervisor's office. Exhibit 8 of Appendix H displays this alternative.

EVALUATION OF ALTERNATIVES

Evaluation Criteria by which the alternatives will be evaluated are as follows:

1. PROVIDES THE GREATEST SERVICE TO THE PUBLIC BY:

   A. Providing the maximum number of People At One Time (PAOT) days at developed sites, including information stations.

   B. Maximizing the amount of dispersed and wilderness acres to be managed.

2. ECONOMICS: Two factors will be analyzed to measure the relative economic effects of the alternatives.

   A. Total recreation organization Full Time Equivalents (FTE's).

   B. Allows the highest percentage of dollars allocated to keep sites open.

3. PROVIDES SKILLS AND EXPERTISE NECESSARY TO ACCOMPLISH PRIORITY JOBS BY:

   A. Meeting the needs for planning, budgeting, and administration of the recreation program.

   B. Providing sufficient personnel to administer the recreation program.

4. MINIMAL DISRUPTION TO ORGANIZATION: Four factors will be analyzed to measure the relative impact on personnel.

A. No job change (same job and location).
B. Job change (recreation to timber).
C. Position transfer (relocates from District A to District B).
D. Eliminates position (employee terminated).

EVALUATION AND ANALYSIS

Information used to compare Alternatives I through V is based on a five year average (1981 through 1985). The expected appropriation to manage within the study area and operate the Recreation program in out years (1987 through 1991) is displayed in Table IV. The Analysis will occur in the following order: 1) Economic Analysis and FTE'S followed by a summary; 2) Analysis of Maximum Services to the Public, followed by a summary; 3) Analysis of Skills and Expertise necessary to accomplish priority jobs with summary; 4) Summary of Analysis on Organizational Disruption.

TABLE IV

Function	01 (Hoodsport)	02 (Quilcene)	04 (Shelton)	TOTAL
071	$33,500	$18,000	$5,184 1/	$56,684
072	12,300	11,900	2,137	26,337
073	9,000	13,000	--	22,000
140	10,800	14,800	3,560	29,160
TOTALS	$65,600	$57,700	$10,881	$134,181 1/

These average figures do not take into account future reductions such as Gramm-Rudman legislation which is forthcoming (1987-1991). District administration (ove head) is figured at 22% for the years 1986 through 1991.

1/ Dollars for Coho Campground ($14,800) have been removed.

ALTERNATIVE I - CURRENT MANAGEMENT (1/86)

ECONOMIC ANALYSIS and FTE's 1/

DISTRICT 04	GRADE GS	FUNCTIONS 071	073	140	TOTAL HOURS	FTE EQUIVALENT	TOTAL COST
Fire Management Officer	11	80			80	.04	$1350
Recreation Assistant	8	653		240	893	.43	10698
Seasonal Employee	4	880			880	.42	5830
Visitor Info. Asst. 2/	4	0			0	0	0
TOTAL						.89	$17878

DISTRICT 01	GRADE GS	FUNCTIONS 071	073	140	TOTAL HOURS	FTE EQUIVALENT	TOTAL COST
Fire Management Officer	11	144			144	.07	$2356
Recreation Assistant	8	968	400	512	1880	.90	24529
Recreation Foreman	7	880	200	360	1440	.70	14364
Seasonal Employee	4	1066	184	80	1330	.64	8811
Visitor Info. Asst	4	240			240	.11	1920
TOTAL						2.42	$51962

DISTRICT 02	GRADE GS	FUNCTIONS 071	073	140	TOTAL HOURS	FTE EQUIVALENT	TOTAL COST
Timber Mgmt. Asst. 3/	11	160	80	48	288	.14	$4939
Resource Forstr. 3/	9	700	40	44	784	.38	10035
Seasonal Employee	4	600	1040	520	2160	1.04	14310
Visitor Info. Asst.	4	80			80	.04	657
TOTAL						1.60	$29942
GRAND TOTAL						4.91	$99782

1/ Information is based on 1986 budget allocations.
2/ Visitor information receives support from Recreation and is a part of the Business Management section.
3/ Includes time for previous manager (FY 86).

	TOTAL 1/ DOLLARS	DISTRICT 2/ OVERHEAD	PROJECT DOLLARS	PERSONNEL COST	PROJECT 3/ SUPPORT	REMAINING FUNDS
04	$25700 4/	$4872	$20828	$17878	$2950	$0
01	69200	12481	56719	51962	4757	0
02	45400 4/	12961	32439	29941	2498	0
TOTAL	$140300	$30314	$109986	$99781	$10205	$0

1/ Total dollars to District in function 071, 073, and 140.

2/ 1986 District overhead ran at 22%. This average is used for planning purposes in outyears 1987-1991.

3/ Fifteen percent of project dollars is support of transportation needs, travel/training, materials/supplies, contracts, etc.

4/ Reflects 1986 dollars for developed and dispersed areas and trails including the area West of the Grays Harbor County line. Do not confuse this figure with Table 4 information. Table 4 page 24 reflects an average dollar figure over the last five years to be used to determine a baseline amount over the years 1987 through 1991.

ALTERNATIVE II. FUNCTIONAL MIX

FTE's AND COST COMPARISONS

DISTRICT 04	GRADE GS	FUNCTIONS 071	073	140	TOTAL HOURS	FTE EQUIVALENT	TOTAL COST
Fire Management Officer	11	50		10	60	.03	$982
Recreation Assistant	8	440		120	560	.30	7280
Seasonal Employee	3			240	240	.12	1410
Visitor Info. Asst.	4	24			24	.01	150
TOTAL						.46	$9822

01	GS	FUNCTIONS 071	073	140	TOTAL HOURS	FTE EQUIVALENT	TOTAL COST
Fire Management Officer	11	156	60	24	240	.12	$3930
Recreation Assistant	8	1200	316	316	1832	.88	23816
Seasonal Employee	4	500		380	880	.42	5830
Seasonal Employee	3	500	800	440	1540	.74	9040
Visitor Info. Asst.	4	80	80	80	240	.12	1920
TOTAL						2.28	$44566

02	GS	FUNCTIONS 071	073	140	TOTAL HOURS	FTE EQUIVALENT	TOTAL COST
Fire Management Officer	11	140	60	40	240	.12	$3473
Recreation Assistant	8	560	430	440	1430	.69	18590
Seasonal Employee	4	500		380	880	.42	5830
Seasonal Employee	3	300		380	1540	.74	9400
Visitor Info. Asst.	4	80	80	80	240	.12	1971
TOTAL						2.10	$38944
GRAND TOTAL						4.84	$93332

	TOTAL DISTRICT DOLLARS	DISTRICT 1/ OVERHEAD	PROJECT DOLLARS	PERSONNEL COST	PROJECT 2/ SUPPORT	REMAINING 3/ FUNDS
	4/					
Q4	$10881	$1959	$8922	$9822	$1338	- $2238
Q1	65600	11808	53792	44566	8069	- $1157
Q2	57700	10386	47314	38944	7097	- $1273
STUDY AREA DOLLARS						
	4/					
$134181		$24153	$110028	$93332	$16504	- $192

Information is based on input from Ranger District and workload analysis for the study area.

Minimum program (base level) identified in Advent Budget Program.

1/ District overhead is based on 1986 average of 18%.
2/ Dollars required to provide materials, supplies, transportation needs, contracts, and travel are 15% of project dollars.
3/ Dollars used to increase service level at sites now operated at the minimum base level (RSL).
4/ Does not include dollars for operations and maintenance of Coho Campground.

ALTERNATIVE III. ZONE MANAGEMENT

FTE's AND COST COMPARISONS

	GRADE GS	FUNCTIONS 071	073	140	TOTAL 2/ HOURS	FTE EQUIVALENT	TOTAL COST
Zone Manager	9	1290	375	415	2080	1.0	$28350
Recreation Techs.	7	1785	520	575	2880	1.4	32198
Seasonal Employee 3/	4	1300		460	1760	.85	11650
Seasonal Employee	3	720	1600	1000	3320	1.60	19824
Visitor Info. Asst.	4	312	92	100	504	.24	4138
TOTAL						5.10	$95824

TOTAL DOLLARS	DISTRICT OVERHEAD	PROJECT DOLLARS	PERSONNEL COST	PROJECT SUPPORT	REMAINING FUNDS
4/ $134181	$24152	$110028	$95824	$16504	- $2300

1/ GS grade is based on grade level plus the 5th step except for seasonal positions which are based on the 1st step.
2/ Hours are based on workload at Reduced Service Level (RSL)
3/ For planning purposes, the hours used for seasonals will be constant based on Advent data.
4/ Does not include operation and maintenance dollars for Coho Campground.

ALTERNATIVE IV. ZONE MANAGEMENT FUNCTIONAL MIX

FTE's AND COST COMPARISONS

STUDY AREA

	GRADE GS 1/	FUNCTIONS 071	073	140	TOTAL HOURS 2/	FTE EQUIVALENT	TOTAL COST
Zone Manager	9	1290	375	415	2080	1.0	$28350
Fire Mgmt. Offcr.	11	185	55	60	300	.14	4905
Recreation Techs.	7	1785	520	575	2880	1.4	32198
Seasonal Employee 3/	4	1300		460	1760	.85	11651
Seasonal Employee	3	720	1600	1000	3321	1.6	19488
Visitor Info. Asst.	4	312	92	100	504	.24	4138
TOTAL						5.20	$100730

TOTAL DOLLARS 4/	DISTRICT OVERHEAD	PROJECT DOLLARS	PERSONNEL COST	PROJECT SUPPORT	REMAINING FUNDS
$134181	$24152	$110028	$100730	$16504	- $7206

1/ GS grade is based on grade level plus the 5th step except for seasonal position which are based on the 1st step.

2/ Hours are based on workload at Reduced Service Level (RSL) for study area.

3/ For planning purposes, the hours used for seasons will be a constant based on Advent data.

4/ Does not include operation and maintenance dollars for Coho Campground.

ALTERNATIVE V - CONTRACTING

FTE's AND COST COMPARISONS

STUDY AREA

	GRADE GS 1/	FUNCTIONS 071	073	140	TOTAL HOURS 2/	FTE EQUIVALENT	TOTAL COST
Zone Manager	9	1290	375	415	2080	1.0	$28350
Recreation Techs.	7	1785	520	575	2880	1.4	32198
Seasonal Employee 3/	3		1600		1600	.77	9400
Visitor Info. Asst.	4	312	92	100	504	.24	4138
TOTAL						3.41	$74086

TOTAL DOLLARS	DISTRICT OVERHEAD	PROJECT DOLLARS	PERSONNEL COST	PROJECT SUPPORT	REMAINING FUNDS
$1[illegible]4181 4/	$24152	$110028	$74086	$16504	$19438

1/ GS grade is based on grade level plus the 5th step except for seasonal position which are based on the 1st step.
2/ Hours are based on workload at Reduced Service Level (RSL) for study area.
3/ Wilderness Ranger only.
4/ Does not include dollars for operation and maintenance of Coho Campground.

SUMMARY OF ECONOMIC ANALYSIS AND FTE's

Alternatives	I	III	IV(1)	IV(3)	V
Remaining Funds 1/	0	$192	-$ 2300	- $7206	$19438
FTE's 2/	4.9	3.5	5.1	5.2	3.4

1/ Remainder of funds after financing project (Minimum Service Level (MSL)), identifies the highest percentage of funds saved and to be used to keep sites open and operating at optimum condition level.
2/ Full Time Equivalencies.

MAXIMUM SERVICE TO THE PUBLIC

Alternatives I through V will address that alternative which maximizes the net benefit for Public Service. The net benefit will be expressed as an output of PAOT days in Developed Recreation, acres in Dispersed and Wilderness, and miles of Trails maintained.

The baseline figure used for each alternative was derived from the economic analysis and is expressed as follows.

	PROJECT DOLLARS		FUNCTIONS			
			071	072	073	140
Alternative I	$109,986	1/	$46194	$21997	$17598	$24197
Alternative II	$110,028		46212	22006	17604	24206
Alternative III	$107,728		45246	21546	17236	23700
Alternative IV	$102,822		43185	20564	16452	22621
Alternative V	$110,028		46212	22006	17604	24206

1/ Alternative #1 is the only alternative that reflects the management of Coho Campground. Subtract $14500 to compare to other alternatives.

PUBLIC SERVICE, DEVELOPED SITES - PAOT DAYS OFFERED

ALTERNATIVE I, CURRENT MANAGEMENT

PRIORITY	SITE/PROJECT	1/ PAOT DAYS	FS COST	BALANCE
				$46194
	2/			
1	Hoodsport I.S.	5860	$6450	39744
2	Quilcene I.S.	1305	4340	35404
3	Shelton I.S.	1305	600	34804
4	Seal Rock C.G.	38125	14450	20354
5	Falls View C.G.	18700	9000	11354
6	Coho C.G.	32186	11354	0
FUNDED	---------- (Projects beyond this line are not funded) ----------			
7	Lena Creek C.G.			
8	Hamma Hamma C.G.			
9	Elkhorn C.G.			
10	Big Creek C.G.			
11	Browns Creek C.G.			
12	Mt. Walker (Observation Pt.)			
13	Dungeness Forks C.G.			
14	East Crossing C.G.			
15	Collins C.G.			
16	Rainbow C.G.			
17	Interrorem C.G.			
TOTAL		97481	$46194	$0

1/ PAOT days equals the number of people occupying a campsite x the number of campsites x the season of use.

2/ I.S. stands for Information Station, C.G. for campground.

PUBLIC SERVICE, DEVELOPED SITES - PAOT DAYS OFFERED

ALTERNATIVE II, FUNCTIONAL MIX

PRIORITY	SITE/PROJECT	PAOT DAYS	FS COST	BALANCE
				$46212
1	Hoodsport I.S.	5860	$6450	39762
2	Quilcene I.S.	1305	4340	35422
3	Shelton I.S.	1305	600	34822
4	Seal Rock C.G.	38125	14450	20372
5	Falls View C.G.	18700	9000	11372
6	Coho C.G. 1/	0	0	0
7	Lena Creek C.G.	7700	6770	4602
8	Hamma Hamma C.G.	4862	4602	0
FUNDED	---------- (Projects beyond this line are not funded) ----------			
9	Elkhorn C.G.			
10	Big Creek C.G.			
11	Browns Creek C.G.			
12	Mt. Walker (Observation Pt.)			
13	Dungeness Forks C.G.			
14	East Crossing C.G.			
15	Collins C.G.			
16	Rainbow C.G.			
17	Interrorem C.G.			
TOTAL		77857	$46212	$0

1/ Not considered in this alternative.

PUBLIC SERVICE, DEVELOPED SITES - PAOT DAYS OFFERED

ALTERNATIVE III, ZONE MANAGEMENT

PRIORITY	SITE/PROJECT	PAOT DAYS	FS COST	BALANCE
				$46246
1	Hoodsport I.S.	5860	$6450	38796
2	Quilcene I.S.	1305	4340	34456
3	Shelton I.S.	1305	600	33856
4	Seal Rock C.G.	38125	14450	19406
5	Falls View C.G.	18700	9000	10406
6	Coho C.G. 1/	0	0	0
7	Lena Creek C.G.	7700	6770	3636
8	Hamma Hamma C.G.	3789	3636	0
FUNDED	----------(Projects beyond this line are not funded ----------			
9	Elkhorn C.G.			
10	Big Creek C.G.			
11	Browns Creek C.G.			
12	Mt. Walker (Observation Pt.)			
13	Dungeness Forks C.G.			
14	East Crossing C.G.			
15	Collins C.G.			
16	Rainbow C.G.			
17	Interrorem C.G.			
TOTAL		7678	$46246	$0

1/ Not considered in this alternative.

PUBLIC SERVICE, DEVELOPED SITES - PAOT DAYS OFFERED

ALTERNATIVE IV, ZONE MANAGEMENT, FUNCTIONAL MIX

PRIORITY	SITE/PROJECT	PAOT DAYS	FS COST	BALANCE
				$43185
1	Hoodsport I.S.	5860	$6450	36735
2	Quilcene I.S.	1305	4340	32395
3	Shelton I.S.	1305	600	31795
4	Seal Rock C.G.	38125	14450	17345
5	Falls View C.G.	18700	9000	8345
6	Coho C.G. 1/	0	0	0
7	Lena Creek C.G.	9471	8345	0
FUNDED	----------(Projects beyond this line are not funded ----------			
8	Hamma Hamma C.G.			
9	Elkhorn C.G.			
10	Big Creek C.G.			
11	Browns Creek C.G.			
12	Mt. Walker (Observation Pt.)			
13	Dungeness Forks C.G.			
14	East Crossing C.G.			
15	Collins C.G.			
16	Rainbow C.G.			
17	Interrorem C.G.			
TOTAL		74766	$43185	$0

1/ Not considered in this alternative.

PUBLIC SERVICE, DEVELOPED SITES - PAOT DAYS OFFERED

ALTERNATIVE V - CONTRACTING

PRIORITY	SITE/PROJECT	PAOT DAYS	FS COST 1/	CONTRACT COST	BALANCE
					$46212
1	Hoodsport I.S. 2/	5860	$6450		39762
2	Quilcene I.S.	1305	4340		35422
3	Shelton I.S.	1305	600		34822
	CONCESSION 3/				
4	Seal Rock C.G.	36600			
	Falls View C.G.	20400	9622		
	Elkhorn C.G.	12000			
	Collins C.G.	9000			
					25200
	CONTRACT 4/				
5	Lena Creek C.G.	7700	990	1800	22410
	Hamma Hamma C.G.	7150	1260	2250	18900
	Browns Creek C.G.	9900	1530	2700	14670
	Mt. Walker (Observation Site)	5500	810	1500	12360
	Dungeness Forks C.G.	4950	720	1350	10290
	East Crossing C.G.	4950	720	1350	8220
	Rainbow (Picnic)	4950	720	1350	6150
	Interrorem (Picnic)	1650	360	450	5340
6	Big Creek C.G. 5/	12650	1890	3450	0
TOTAL		145870	$30012	$16200	$0

1/ Forest Service (cost to operate and maintain).
2/ Information Station
3/ Special Use Permit (Concession), Forest Service costs are for administration
4/ Maintenance Contract
5/ Operated by Volunteers under the "Adopt a Campground" Program

PUBLIC SERVICE, DISPERSED RECREATION (ACRES MANAGED)

ALTERNATIVES I THROUGH IV 1/

PROJECT	TOTAL 2/ ACRES	ACRES 2/ MANAGED	FS COST	CONTRACT COST	BALANCE
					$21997
Hoodsport Dispersed	73.5	7.4	$10339		11658
Shelton Dispersed	127.2	12.7	1760 3/		9898
Quilcene Dispersed	84.3	8.4	9898		0
TOTAL	285.0	28.5	$21997		$0
					$22006
ALTERNATIVE V					
(STUDY AREA)	236.2 3/	23.6	$18000		$4006
		6.0		$4006	0
TOTAL	236.2	29.6	$18000	$4006	$0

1/ There is less than $500.00 difference between Alternatives #1 and #5 and does not warrant further analysis.
2/ Acres are expressed in thousands.
3/ Dollars are allocated based on amount of use (RVD's) occurring on those acres being managed.
4/ Acres in Grays Harbor County have been removed.

PUBLIC SERVICE, WILDERNESS - ACRES MANAGED

ALTERNATIVES I THROUGH V 1/

PROJECT	TOTAL ACRES	ACRES MANAGED	FS. COST	CONTRACT COST	BALANCE
					$17598
WILDERNESS MANAGEMENT					
Hoodsport	38.4	6.6	$7648	$800	$9150
Quilcene	42.5	7.5	8250	900	0
Shelton	0	0	0		0
TOTAL		14.1	$21997	$1700	$0

1/ Office analysis displayed little difference between Alternatives. All Alternatives utilize contracting as a tool to accomplish routine maintenance. The Forest Service will provide personnel (seasonal ranger) to administer this program.

PUBLIC SERVICE, TRAILS MAINTENANCE - MILES OF TRAIL

ALTERNATIVE I

PROJECT	TRAIL MILES	MAINTENANCE LEVEL AND COST 1/ I/COST	II/COST	III/COST	MILES MAINTAINED	FS COST	BALANCE
							$24.2
Hoodsport	61.7	10/2.5	21/6.3	5/2.3	36.0	$11.1	13.1
Quilcene	90.2	8/2.0	24/7.2		32.0	9.2	3.9
Shelton	31.7	.6/0.2	15/3.7		15.2	3.9	0
TOTAL					83.2	$24.2	

ALTERNATIVE II

PROJECT	TRAIL MILES	MAINTENANCE LEVEL AND COST I/COST	II/COST	III/COST	MILES MAINTAINED	FS COST	BALANCE
							$24.2
Hoodsport	61.7	16.2/4.0	21/6.4		37.2	$10.4	13.8
Quilcene	90.2	8/2.0	44/11.0		52.0	11.2	2.6
Shelton	17.7 1/	.6/0.2	9.4/2.4		10.0	2.6	0
TOTAL					99.2	$24.2	

1/ Costs are expressed in thousands of dollars.
2/ Miles of trail in Mason County only.

ALTERNATIVE III. MAINTENANCE AND COST

PROJECT	TRAIL MILES	MAINTENANCE LEVEL AND COST I/COST	II/COST	III/COST	1/ MILES MAINTAINED	FS COST	CONT. COST	BALANCE
								$23.7
STUDY AREA	2/ 169.6	24.7/$6.2	51/$15.2	5/$2.3	80.7		$23.7	0

ALTERNATIVE IV. MAINTENANCE AND COST

PROJECT	TRAIL MILES	MAINTENANCE LEVEL AND COST I/COST	II/COST	III/COST	MILES MAINTAINED	FS COST	CONT. COST	BALANCE
								$22.6
STUDY AREA	169.6	24.7/$6.2	47/$14.1	5/$2.3	76.7	$22.6		0

ALTERNATIVE V. MAINTENANCE AND COST

PROJECT	TRAIL MILES	MAINTENANCE LEVEL AND COST I/COST	II/COST	III/COST	MILES MAINTAINED	FS COST	CONT. COST	BALANCE
								$24.2
STUDY AREA	169.6	24.7/$2.1	66/$6.6	9/$1.4	99.7	1/ $16.2	$8.0	0

1/ Costs are expressed in thousands of dollars.
2/ Miles of Trails Mason County Only.

SUMMARY OF OUTPUTS THAT MAXIMIZE SERVICE TO THE PUBLIC

ALTERNATIVES AND OPTIONS	I	II	III	IV	V
Developed Maximum P.A.O.T. Days	97.5 1/	77.9 2/	76.8	74.8	145.9
Dispersed, Acres, Managed	28.5	28.5	28.5	28.5	29.6
Wilderness, Acres, Managed	14.1	14.1	14.1	14.1	14.1
Trails, Miles, Maintained	83.2	99.2	80.7	76.7	99.7

Alternative V maximizes services to the public by providing the most PAOT days within Developed Sites, increases Dispersed acres managed by 1100 acres, and increases miles of trail maintained by 17 miles. There was no change in Wilderness acres managed.

1/ PAOT days reflected here are higher due to Coho Campground which is not a part of the other alternatives.
2/ All figures used in this summary are expressed in thousands.

MANAGEMENT SKILLS AND EXPERTISE SUMMARY

ALTERNATIVE I - CURRENT MANAGEMENT

SHELTON R.D. (04) This alternative does not meet the needs or criteria for planning and administration of the Recreation Program on the Shelton Unit. The Ranger District Management Assistant and Recreation Assistant have few hours to plan and manage their program (see Alternative I, Economic Analysis). They have less than 0.5 man years to administer on-the-ground programs and facilities are rapidly deteriorating. The Information Office receives no fiscal support from recreation management.

HOODSPORT R.D. (01) This alternative does meet the planning, budgeting, and administration needs at the minimum level. Skills are available to accomplish the work. On-the-ground programs have suffered due to the lack of funds reaching ground level thereby forcing managers to hire less seasonal help to accomplish priority jobs.

QUILCENE R.D. (02) Quilcene District has a much larger program than the Shelton District yet suffers the same fate in its ability to provide adequate time to plan, budget, and administer the Recreation Program. They do hire a seasonal work force that takes care of on-the-ground administration for priority projects.

NOTE: There are no dollars within this alternative to open additional sites, extend seasons, nor improve facility condition classes.

ALTERNATIVE II - FUNCTIONAL MIX

SHELTON R.D. (04) There are less dollars to support planning, budgeting, and administration efforts due to a major Developed Site being delimited from the study area. There is insufficient personnel to administer on-the-ground programs. Recreation support to the Information Office is three days a year. The seasonal work force amounts to one person for one month.

HOODSPORT R.D. (01) Skills and expertise are available only for essential jobs. The Recreation Assistant will assume more on-the-ground work and less planning and budgeting. The seasonal work force can meet Reduced Service Level targets. Information Office requires additional dollars to meet its fair share of the program.

QUILCENE R.D. (02) Skills and expertise are available only for essential jobs. The Recreation Assistant will assume more on-the-ground work and have even less time for planning and budgeting. The seasonal work force can meet Reduced Service Level targets. Information office will require additional funding to meet its fair share of the program.

NOTE: This alternative in general has the minimum skills and personnel necessary to accomplish a minimum program. The dollars saved by going to a Functional Mix Alternative can be used to balance out Shelton's deficit. Personnel "to the ground" is minimal.

ALTERNATIVE III - ZONE MANAGEMENT

STUDY AREA

The skills and expertise necessary for the budgeting, planning, and administration are adequate to meet the program needs. Personnel are sufficient to meet the Reduced Service Level Program as it now exists.

ALTERNATIVE IV - ZONE MANAGEMENT - FUNCTIONAL MIX

This is the same as Alternative IV(1), except that under this alternative the Ranger District Management Assistant is responsible for the supervision of the Recreation Technicians.

ALTERNATIVE V - CONTRACTING

The skills for planning, budgeting, and administration are met. There is a shift of responsibility for personnel on-the-ground. Forest Service seasonals will be replaced by contract personnel. There are sufficient personnel under this alternative to meet additional targets.

DISRUPTION TO THE ORGANIZATION

ALTERNATIVE I - CURRENT MANAGEMENT

It is difficult to assess the impact on personnel under this alternative. Based on "if", if things were to get worse in funding positions (which is likely), then one would suspect disruption within the organization and the occurrence of job changes. Disruption of organization is likely.

ALTERNATIVE II THROUGH V

Job change or position transfer is likely. Disruption of organization is likely.

NOTE: Alternatives II through V are the most likely to disrupt an organization. These alternatives represent a serious change from traditional management over the last decade and longer.

SUMMARY OF ALTERNATIVES ANALYSIS

ALTS. OPEN)	MAX. PAOT DAYS	# OF FTE'S	ACS. DISP.	MANAGED WILD.	TRAILS/MI. MAINTAINED	SKILLS & EXPERTISE	ORGANIZA-TIONAL DISRUPTION	ECONOMICS ($'S TO KEEP SITES
	1/		2/	2/				
I.	97.5	4.9	28.5	14.1	83.2	INADEQUATE	NO	$0
II	77.9	3.5	28.5	14.1	99.2	MINIMUM	SOME	$192
III	76.8	5.1	28.5	14.1	80.7	ADEQUATE	YES	- $2300
IV	74.8	5.2	28.5	14.1	76.7	OPTIMUM	YES	- $7602
			3/					
V	145.9	3.4	29.6	14.1	99.7	ADEQUATE	YES	+ $19438

1/ PAOT days here are higher due to Coho Campground which is not a part of the other alternatives, PAOT days are expressed in thousands.

2/ Target remains the same in all alternatives, Wilderness, Dispersed. Acres managed expressed in thousands.

3/ Additional acres (1,000) are key high use areas to be contracted (collection of solid waste, meeting sanitation requirements).

SELECTION OF THE RECOMMENDED ALTERNATIVE

SELECTION PROCESS

The selection process determining the recommended alternative is through the use of the Kepner-Tregoe Process. 1/ Weighting of alternatives and their relative importance in meeting plan objectives were predetermined by the Forest Management Team, (see Appendix F pages 6 and 7).

Alternatives for a given course of action are displayed across the top of the worksheet. Criteria are listed down and on the far left. The assigned weights are just to the right of the criteria. Each alternative is evaluated against the criteria to see which best meets the objective and scored accordingly.2/ A score of ten indicates meeting the criteria fully or is the most desirable. The other alternatives are scored relative to the best alternative and receives scores down to a minimum of one. The scores are then multiplied by the weight given to the criteria, resulting in a weighted score for each alternative. The alternative with the highest score is presumed to be the most desirable.

In selecting the recommended alternative and developing long term direction for the Olympic National Forest, it is important that the overall objectives be kept in mind, which is to provide efficient and cost effective management resulting in quality recreation opportunities for the public visiting the Olympic National Forest.

1/ A rational approach to decision making. The New Rational Manager, Charles H. Kepner and Benjamin Tregoe.
2/ The scores assigned are subjective based on the authors professional judgement and field experience.

SELECTION PROCESS

		ALT. I		ALT. II		ALT. III		ALT. IV		ALT. V	
CRITERIA	WT.	SCORE	WTD. SCORE	SCORE	WTD. SCORE	SCORE	WTD. SCORE	SCORE	WTD. SCORE	SCORE	WTD. SCORE
A	5	7	35	5	35	4	20	3	15	9	45
B	5	4	20	5	25	3	15	1	5	10	50
C	3	3	9	5	15	9	27	10	30	7	21
D	1	10	10	7	7	4	4	5	5	1	1
TOTAL WEIGHT			74		82		66		55		117

Criteria A, provides the greatest service to the public by: 1) Providing the maximum number of PAOT days at Developed Sites including Information Stations, and 2) Maximizing Dispersed and Wilderness Acres.

Criteria B, Economics, analyzes two factors: 1) Total Recreation Organization and Full Time Equivalents (FTE's), and 2) Allows highest percentage of dollars to be allocated to keep sites open.

Criteria C, provides skills and expertise necessary to accomplish priority jobs by: 1) Meeting the needs for planning, budgeting, and administration of the Recreation Program, and 2) Provides sufficient personnel to administer the Recreation Program.

Criteria D, minimizes disruption to the organization. Four factors analyzed to measure the relative impact on personnel: 1) No job change, 2) Job change, 3) Position transfer, or 4) Eliminate position.

SUMMARY

AND

FINDINGS

SUMMARY AND FINDINGS

The purpose of the project was to identify alternatives that could meet managements objectives with an efficient cost effective organization and continue to provide a quality recreation opportunity to the public.

The problem was and is simply one of not enough dollars to support past and existing programs. Some Developed sites have been closed, there are shorter operating seasons, service levels reduced, and in some cases, no services within our Developed, Dispersed Recreation and Trail Programs.

There have been many causes for the reduction in dollars resulting in reduced programs. Increased costs of doing business, increased wages, and lower funding levels contributed to our efficiency in providing services to the public.

After examination of the data collected and a review of the inventory of resources, the alternatives were developed and evaluated against the objectives (Evaluation Criteria). The results of the process used in determining the recommended alternative were highly in favor of the Contracting Alternative, Alternative V.

Alternative V reflects the highest amount of dollars to be used to keep sites open. It provides 145,900 PAOT days as compared to the next highest Alternative of 97,500 PAOT days. This is to say it opens an additional 11 recreation sites that otherwise would not have been opened. The decrease in Full Time Equivalencies from the Current Management Situation would be 1.5 person years as compared to Alternative V. This is a positive step towards meeting the Organization Effectiveness for the 1990's.1/

Alternative V reflects an additional 1,100 acres of dispersed area that will be managed for high intensity use. These areas will be identified and contracted out for meeting standards as specified. There is no change under this alternative for acres of Wilderness managed. The Forest Service will continue administration, operation, and maintenance of its Wilderness on the Olympic National Forest due to there being new areas, legislated in 1984, and the commitment to promote Wildneress ethics.

Alternative V produces 99.7 miles of maintained trail as compared to Alternative II (the next highest alternative, which is 99.2 miles of trail), a difference of .5 miles. This difference is minimal, but the quality of maintenance by contract is often higher.

Alternative V provides the skills and expertise necessary to plan and direct programs using the contract method. The Recreation Technicians on the Districts have time and project dollars to administer their programs and act as Contracting Officers Representative for their respective contracts.

There will be some disruption within the organization when changes are made. Alternative V may be the most disruptive in terms of a major shift from traditional management. There may be a position transfer or a job change, but the author sees no position eliminated.

Overall, the Contracting Alternative stands out above the other alternatives as the most desirable alternative. On April 7, 1986, this plan and the alternatives were presented to the Olympic National Forest Supervisor, Staff, and District Rangers of the Quilcene, Shelton, and Hoodsport Ranger Districts. The Forest Supervisor concurred with the recommended alternative as the Preferred Alternative.

1/ A Workforce Management Plan that is supportive of the Region 6 effort to adapt to changes in work and workload.

IMPLEMENTATION AND MONITORING

IMPLEMENTATION AND MONITORING

The Forest Management Team will address the necessary analysis concerning Implementation and Monitoring of the Preferred Alternative. Implementation will occur within a two year period from the selection of the alternative. The District Rangers on the East side of the Olympic National Forest will monitor the progress of this Management Strategy and report their findings to the Forest Supervisor.

APPENDIX

A

APPENDIX A

LITERATURE CITED

1) Canal Front Planning Unit Final Environmental Statement Olympic National Forest, 1979

2) Clawson, Marion, 1985. 1985 National Outdoor Recreation Trends Symposium II, Vol. I, Trends In Use Of Public Recreation Areas

3) Cryder, R.S., 1985. One Approach to Contracting OutServices. Parks and Recreation USA 20.2 pp 40-41, 64

4) Forest Service Manual 1221.13, U.S.D.A., Forest Service

5) Naisbitt, John, 1982. Megatrends: Ten New Directions Transforming Our Lives

6) Pederson, D.H., 1981. Concessionaire Operation of Forest Service Campgrounds

7) Recreation Planning Handbook, FSH 2309.13, U.S.D.A., Forest Service

8) Washington State Comprehensive Outdoor Recreation Plan, 1979

B

PERSONAL CONTACTS

1. JOHN SLOAN, ASSISTANT FOREST ENGINEER, OLYMPIC NATIONAL FOREST
2. KEN ELDREDGE, ASSISTANT RECREATION STAFF, OLYMPIC NATIONAL FOREST
3. JAMES CONNIBEAR, FOREST ADMINISTRATIVE ASSISTANT, OLYMPIC NATIONAL FOREST
4. FRED OLNESS, CONTRACTING OFFICER, OLYMPIC NATIONAL FOREST
5. FOREST MANAGEMENT TEAM (AND REPRESENTIVES)
   A. TED STUBBLEFIELD, FOREST SUPERVISOR, OLYMPIC NATIONAL FOREST
   B. ROBERT BURNS, RECREATION STAFF, OLYMPIC NATIONAL FOREST
   C. JOHN PERKINS, HOODSPORT DISTRICT RANGER, OLYMPIC NATIONAL FOREST
   D. BOB HAASE, QUILCENE DISTRICT RANGER, OLYMPIC NATIONAL FOREST
   E. DICK CARLSON, SHELTON DISTRICT RANGER, OLYMPIC NATIONAL FOREST
   F. CAROL BOOTH, RESOURCE FORESTER, QUILCENE R. S., OLYMPIC NATIONAL FOREST
   G. JAY WEBSTER, RECREATION ASSISTANT, SHELTON R. S., OLYMPIC NAT. FOREST
   H. AL GRAFT, FIRE MGT.OFFICER, SHELTON R. S., OLYMPIC NATIONAL FOREST
6. GEORGE BOWEN, UNIT MANAGER, OLYMPIC NATIONAL PARK
7. DAVE SHANNON, WASHINGTON STATE PARKS, HOODSPORT, WA.
8. PETE ERBIN, RECREATION ASSISTANT, QUINAULT R. S., OLYMPIC NATIONAL FOREST
9. JULIE VAN REENAN, RESOURCE ASSISTANT, QUILCENE R. S., OLYMPIC NAT. FOREST

C

DEVELOPED SITE INFORMATION

DEVELOPED SITE	STATUS	FEE	PAOT	X	PAOT DAYS	=	TOTAL PAOT	SERVICE LEVEL
SEAL ROCK	OPEN	6.00	305		120		36,600	FSL
ELKHORN	OPEN	3.00	100		120		12,000	RSL
LENA CREEK	OPEN	3.00	70		110		7,700	RSL
HAMMA HAMMA	OPEN	3.00	75		110		7,250	RSL
LENA LAKE	CLOSED (CONVERTED TO DISPERSED)							
BIG CREEK (VOL)	OPEN	0.00	115		110		12,650	RSL
COLLINS	CLOSED		75					
DUNGENESS FORKS	OPEN	0.00	45		110		4,950	RSL
FALLS VIEW	OPEN	5.00	170		110		18,700	RSL
EAST CROSSING	OPEN	0.00	45		110		4,950	RSL
RAINBOW	CLOSED		45		110		4,950	
BROWNS CREEK	OPEN	0.00	90		110		9,900	RSL
INTERROREM PICNIC	CLOSED	0.00	15		110		1,650	
MT. WALKER (VIEW PT)	OPEN	0.00	50		110		5,500	RSL

INFORMATION OFFICE'S

HOODSPORT	OPEN	0.00	5,860	FSL
QUILCENE	OPEN	0.00	1305	FSL
SHELTON	OPEN	0.00	1305	FSL

D

OLYMPIC N.F
COST ANALYSIS
DEVELOPED SITES

SITE	FEE	# UNITS	PAOT	DAYS	DAYS PAOT	DAYS RVD	REPORT 26 COST (CURRENT)	COST PAOT DAY	COST RVD	% CAP	RVD UNIT
BIG CREEK		23	115	181	20815	5300	8153	0.39	1.54	13	230
LENA CR.		14	70	181	12670	9100	7800	0.62	0.86	36	650
HAMMA HAMMA		13	65	181	11765	11400	8025	0.68	0.70	48	877
COLLINS		16	80	181	14480	5900	6494	0.46	1.13	20	369
SEAL ROCK	X	35 20	175 50	181	40725	37900	28404	0.70	0.75	45	633
INTERAOREM		15	75	181	2715	2000				36	667
ELKHORN		18	90	181	16290	7600	7063	0.43	0.93	23	422
LENA LAKE											
FALLS VIEW	X	34	170	154	26180	6100	13653	0.52	2.24	12	179
E. CROSSING		45	225	154	6930	1000	6910	1.00	6.91	7	111
QUINAULT		9	45	154	6930	1600	7775	1.12	4.09	14	211
MT. WALKER		10	50	154	7700	500	8654	1.12	17.30	3	50
[illegible]	X	9	45	154	6930	600	4878	0.70	8.13	5	67
CAMPBELL		6	30	120	3600	2800	3748	0.97	1.34	42	46
FALLS CR.	X	22 5	110 20	150	19500	17800	10408	0.53	0.58	55	65
WILLABY	X	19 5	95 25	150	18000	11700	11703	0.65	1.00	33	48
COTTON		3	15	100	1500	1300	3850	2.57	2.96	58	43
BROWN CR		18	90	180	16200	1800	1810	0.11	1.01	6	10
HOODOO		18	90	180	16200	1300	5965	0.37	4.59	4	72
COHO CAMP	X	46	230	183	42090						
" PICNIC		12	60	183	10980	5900	14320	0.27	2.43	6	11
BOAT		18	90	183	16470						
CHETWOOT		8	40	180	7200	300	-	-	-	2	38
TENAS		8	40	169	6760	200				2	25
KLAHANIE		12	60	180	10800	5900	3420	0.32	0.58	27	49
[illegible] HOWYA	X	45	213	180	37800	7400	8094	0.21	1.09	10	17
		506	2463		381230	145400	171327	0.45	1.18	19	28

EXISTING SITUATION

As of 1983 the Forest has a total of 203 miles of existing trails. Management of these trails is involved in a range of conditions, situations, maintenance levels and user groups.

1. Miles of existing trails under the various conditions, situations, maintenance classes and user groups:

a.

District	Kind of Use	Maintenance Level I	II	III	Total Miles	District Total
Hoodsport	Hiker only	16.2	19.7	1.9	37.8	
	Hiker-Horse	0	5.7	6.2	11.9	61.7
	Hiker-Horse-MV	0	12.0	0	12.0	
Quilcene	Hiker only	0	1.1	0.1	1.2	
	Hiker-Horse	3.2	18.4	0	21.6	
	Hiker-Horse-MV	4.7	62.7	0	67.4	90.2
Quinault	Hiker only	2.2	0.5	5.1	7.8	
	Hiker-Horse	0	0.7	0	0.7	18.8
	Hiker-Horse-MV	0	10.3	0	10.3	
Shelton	Hiker only	0.3	12.0	0.8	13.1	
	Hiker-Horse	0.3	1.4	0	1.7	31.7
	Hiker-Horse-MV	0	16.9	0	16.9	
Soleduck	Hiker only	0	0	0.3	0.3	
	Hiker-Horse	0	0.3	0	0.3	0.6
	Hiker-Horse-MV	0	0	0	0	
	Total Miles by Maint. Level	26.9	161.7	14.4	203	

b. Miles of trail open to user type:

Hiker	203	miles	100 %
Horse	142.8	miles	70 %
Motor Vehicles	106.9	miles	53 %

c. Miles of trail accessing Wilderness and/or inside Wilderness boundaries:

Hoodsport R.D.	37.2	miles	35 %
Quilcene R.D.	59.5	miles	55 %
Quinault R.D.	10.6	miles	10 %
Shelton R.D.	none	miles	0 %
Soleduck R.D.	none	miles	0 %
	107.3	Total miles	100 %

d. Miles of trail which do not access Wilderness, that are outside of Wilderness boundaries:

Hoodsport R.D.	24.5	miles	25 %
Quilcene R.D.	30.7	miles	32 %
Quinault R.D.	8.2	miles	9 %
Shelton R.D.	31.7	miles	33 %
Soleduck R.D.	0.6	miles	1 %
	95.7	Total miles	100 %

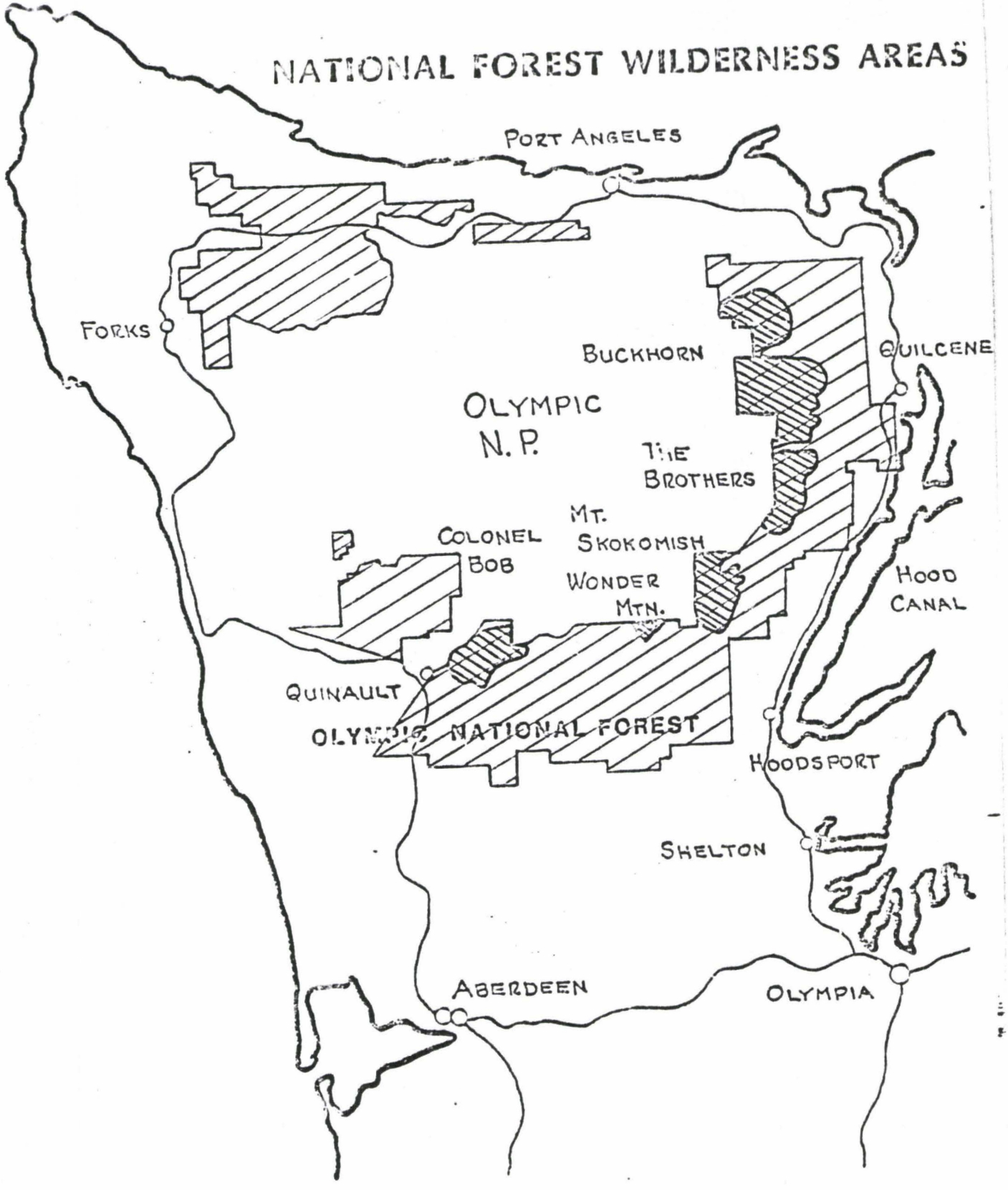
e. Miles of interim trail (need to be relocated):

Hoodsport R.D.	0.3	miles
Quilcene R.D.	7.0	miles
Quinault R.D.	1.0	miles
Shelton R.D.	0	miles
Soleduck R.D.	0	miles
	8.3	Total miles

E

OLYMPIC PENINSULA

NATIONAL FOREST WILDERNESS AREAS



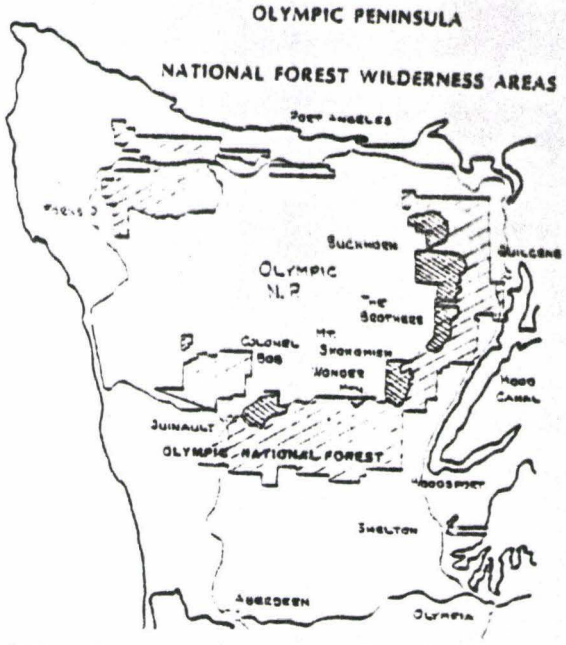
THE BROTHERS WILDERNESS

Size: 17,239 acres

Key Access Points: NF Road 25
NF Road 2515
NF Road 2620

Miles of Trail: 11

Elevation Range: 600' - 6,866'



General Description:

The Brothers Wilderness area is located entirely within the Hoodsport Ranger District, on the east side of the Peninsula. Covering 17,239 acres, it extends from the Dosewallips River on the north to Lena Lake on the south. Except for a relatively gentle valley area in the East Fork of Lena Creek, the entire wilderness is quite precipitous with tree covered slopes extending to about 5,000 feet. Elevation ranges from 600 feet near the Dosewallips River to the 6,866 foot summit of The Brothers. Other named peaks include Mt. Jupiter, the high point on rugged Jupiter Ridge, and St. Peter's Dome.

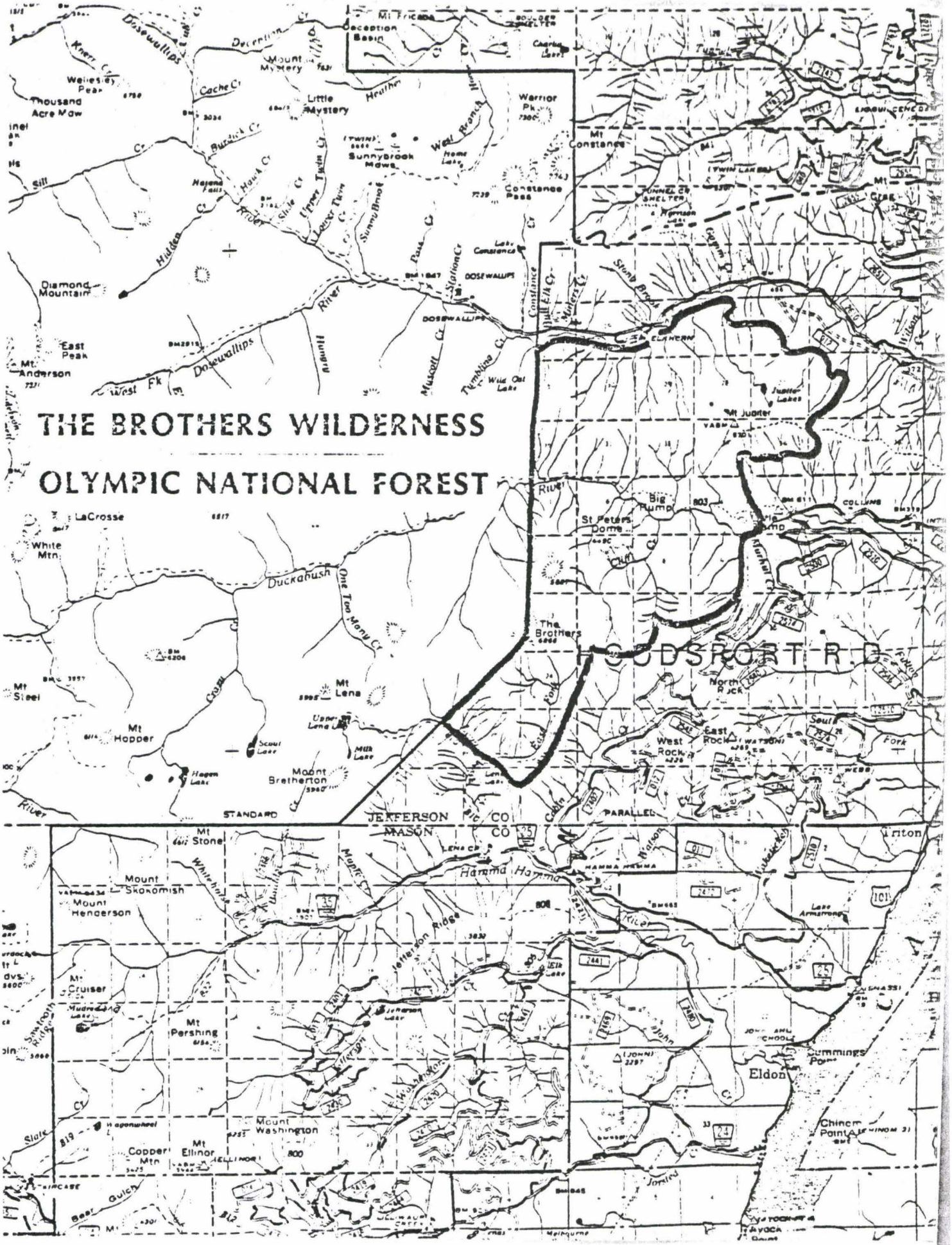
Western hemlock, Douglas-fir and western redcedar dominate the timbered slopes with characteristic subalpine vegetation taking over at the higher elevations.

There are no major rivers with headwaters in the area although the Duckabush, originating in the Park, passes through the mid-section. The Dosewallips River skirts the northern boundary and the Hamma Hamma River lies below the southern boundary. There are 17.7 miles of Class I and II streams. Jupiter Lakes and several small unnamed ponds on Jupiter Ridge are within the area.

Deer is the most common big game species found. On occasion, elk, black bear, and mountain goat are found in the lower elevations. Other mammals that may be found include mountain lion, marmot, and perhaps the pine marten along with bald and golden eagles and numerous other bird and small animal species. The rugged access and dense forest cover curtails hunter activity with success listed as average or less.

Extensive roading provides ready access to the boundary on all but the west side. Trails provide access to Mt. Jupiter via Jupiter Ridge. The Jupiter Ridge area is quite rugged and affords a challenge for those hearty enough to move cross-country. The Brothers is also popular from the standpoint of offering a well earned reward for those challenging its slopes. The trail to the 6866 foot summit is 4.5 miles. The Duckabush Trail is an even grade route through the wilderness to the Olympic National Park. The five small Jupiter Lakes are a recreation attraction but receive limited fishing and visitor use because of rugged terrain and difficult access.

Administrative Contact Point: Hoodsport Ranger District - 206/877-5254
P.O. Box 68, Hoodsport, WA 98584
Office Hours: M-F 7:45 am - 4:30 pm
Summer weekend hours 7:45 am - 4:30 pm


THE BROTHERS WILDERNESS
OLYMPIC NATIONAL FOREST
Dosewallips
Deception Basin
Mount Mystery
Little Mystery
Thousand Acre Mdw
Wellesley Peak
Cache Cr
Hidden Cr
Diamond Mountain
East Peak
Mt Anderson
West Fk Dosewallips
Hamma Hamma River
Sunny Brook Mdws
Warrior Pk
Mt Constance
Constance Pass
Lake Constance
Station Cr
DOSEWALLIPS
Stony Brook
Jupiter Lakes
Mt Jupiter
Big Rump
St Peters Dome
COLLINS
The Brothers
QUILCENE-OLYMPIC NATIONAL FOREST
LaCrosse
White Mtn
Duckabush
One Tree Money Cr
Mt Steel
Mt Lena
Mt Hopper
Scout Lake
Mount Bretherton
STANDARD
JEFFERSON CO
MASON CO
PARALLEL
Mt Stone
Mount Skokomish
Mount Henderson
Jefferson Ridge
Mt Cruiser
Mt Pershing
Mount Washington
Copper Mtn
Mt Ellinor
Boulder Gulch
Lena Cr
Hamma Hamma
Lake Armstrong
Eldon
Cummings Point
Triton
Jorsted

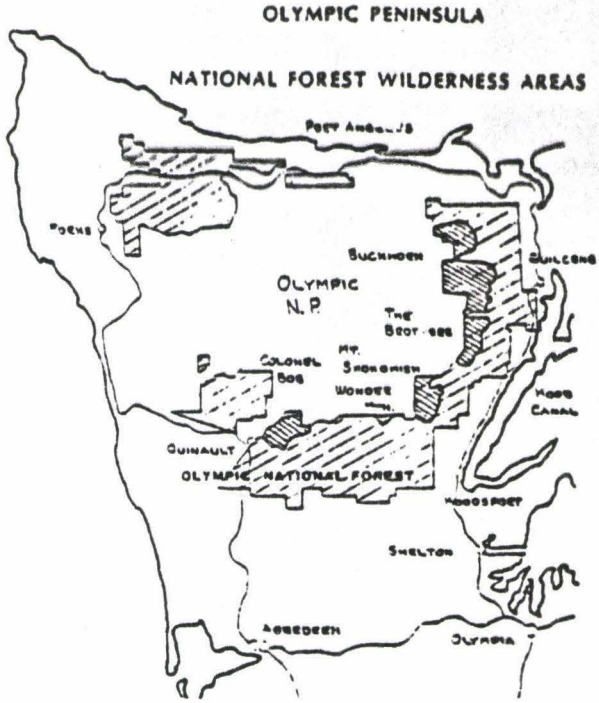
WONDER MOUNTAIN WILDERNESS

Size: 2,320

Key Access Points: Four Stream

Miles of Trail: 0

Elevation Range: 1,741' - 4,758'



General Description:

The 2,320 acre Wonder-Mountain Wilderness borders Olympic National Park west of the Lake Cushman-Staircase area in Mason County. Topography is generally rugged and ranges from a low of 1,741 feet in McKay Creek area to the summit of Wonder Mountain at 4,758 feet. The lower slopes are heavily timbered giving way to massive rock outcrop and precipitous pinacles at higher elevations.

McKay Creek, a major drainage, is a tributary to the North Fork of the Skokomish River and its impoundment at Lake Cushman. There are a few small ponds and 1.2 miles of Class II streams in the area.

Wildlife consists primarily of deer with a few elk occasionally sighted. Dense forest cover at lower elevations and rugged character of the land reduces hunter success each year. Black bear, cougar, bobcat, and coyote can sometimes be found. Smaller mammals and several bird species also inhabit this area. A limited amount of fish habitat is present in the small ponds and streams.

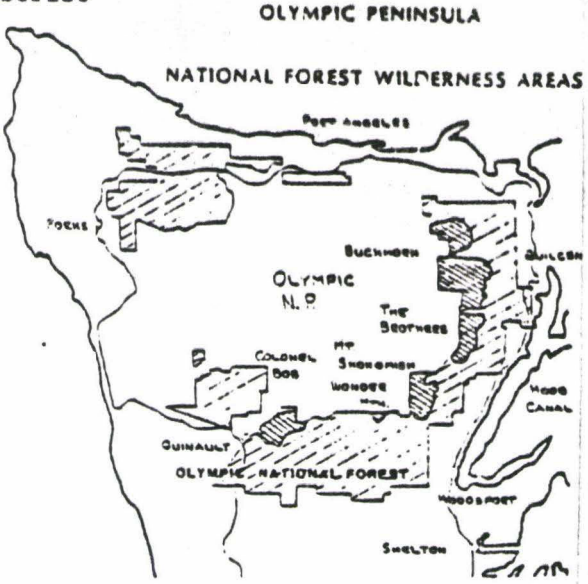
The road system in the Four Stream area northwest of Lake Cushman provides difficult cross-country access May through October. An annual road inactivation program in effect November 1 through April 20 limits motorized access no closer than 6 miles to the Wilderness.

The Wonder Mountain Wilderness plays an important role as a scenic backdrop for the Lake Cushman area and visitors travelling to the Staircase area of Olympic National Park. Activities within the Wilderness include cross-country hiking, rock climbing and a limited amount of fishing. No trails exist other then "ways" to the ponds near Wonder Mountain.

Western hemlock, Douglas-fir and western redcedar at the lower elevation and mountain hemlock, and Pacific silver fir at higher elevations constitute the major tree species.

Administrative Contact Point: Hoodsport R.D. - 206/877-5254
P.O. Box 68, Hoodsport, WA 98548
Office Hours: M-F 7:45 am - 4:30 pm
Summer weekend hours 7:45 am - 4:30 pm

WONDER MTN. WILDERNESS
OLYMPIC NATIONAL FOREST
SHELTON R.D.
Muncaster Mtn
O'Neil Peak
Mt Steel
Mt Hopper
Mount Skokomish
Mount Henderson
Mt Olson
Mt Lincoln
Mt Pershing
Mt Rose
Copper Mtn
Mt Ellinor
Lightning Peak
Timber Mtn
Dry Mtn
Mt Church
Capitol Pk
Rocky Pk
Chapel Peak
Dusa Pk
Anderson Butte
Mt Hoquiam
Discovery
Graves Cr
Success Cr
Six Ridge
Hamma Hamma River
Skokomish River
Eight Stream
Hammer Cr
Madeline Cr
Duckabush River
Staircase
Lake



MT. SKOKOMISH WILDERNESS

Size: 15,686 acres

Key Access Points: Hamma Hamma Road #25
Lake Cushman-Staircase Road #2450

Miles of Trail: 13

Elevation Range: 300' - 6,612'

General Description:

The Mt. Skokomish Wilderness is located in the southeast portion of the Olympic National Forest, north of Lake Cushman in Mason County. Access to the Wilderness consists of two major road systems, one up Hamma Hamma Road #25 and the other by way of the Lake Cushman-Staircase Road #2450.

This 15,686 acre Wilderness includes some very steep, rugged terrain. Elevations range from just over 300 feet near Lake Cushman to the 6,612 foot summit of Mt. Stone. The broad valley of Huckleberry Creek and the basin containing the Mildred Lakes complex are about the only areas of relatively gentle terrain. Major peaks include Mts. Skokomish 6434', Henderson 6000', Cruiser 6104', Pershing 6154', Washington 6255', Ellinor 5944', Rose 4301', Stone 6612', and Copper 5425' Mountain. A series of isolated fingers of land following various ridges radiate out from Mts. Washington, Ellinor and Pershing. Barren ridges and numerous steepfaced rock outcrops are present throughout this Wilderness.

Stands of old-growth trees occur on the lower slopes consisting primarily of Douglas-fir, western hemlock and western redcedar. At the upper elevations, subalpine fir, western white pine, and dwarf juniper give way to the rock and scattered alpine vegetation commonly found in the subalpine and alpine zone. Petrophytum hendersonii, Olympic rockmat, is listed on the National List as a threatened plant species and is known to occur on Mt. Ellinor.

The headwaters of the Hamma Hamma River, Huckleberry Creek (a tributary of the Hamma Hamma), and Jefferson Creek are located within this area. Smaller tributaries of the North Fork Skokomish River, such as Bear Gulch, Lincoln and Slate Creek, drain into Lake Cushman. The Hamma Hamma River supports resident rainbow and cutthroat trout while Mildred Lake appears to be the only lake with a trout fishery.

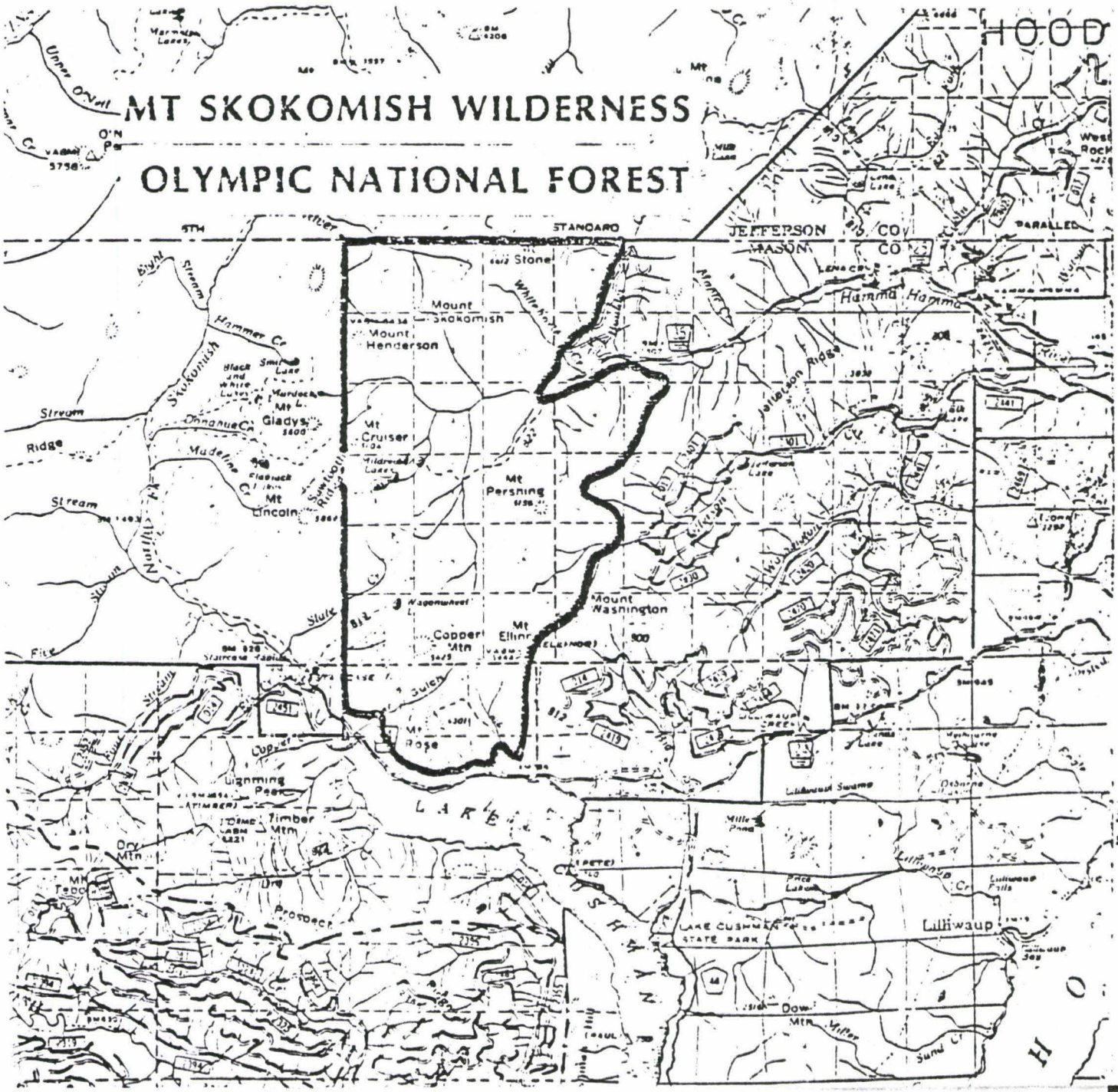
There are 9.5 miles of Class I and II streams within the boundary. Lakes include the three Mildred Lakes. The largest covers 38 acres while the other two are 6.5 and 10.5 acres in size. Other lakes include Lake of the Angels, Wagonwheel, and Lincoln Pond

Elk, deer, bear, and mountain goat are often seen. Occasionally, mountain lion, Olympic marmot, pine marten, and bald and golden eagles are also observed.

The area provides good hunting opportunities for elk, deer, goat, and bear. Hunter success for big game is less than average because of the heavy cover and difficult terrain encountered.

The Wilderness contains approximately 13 miles of steep, often hard-to-follow trails. The Mildred Lakes trail is 5-1/2 miles long. After a mile of climbing on the Putvin trail, it divides to take the hiker either up the west slope of Mt. Skokomish or northwest to higher alpine areas. Wagonwheel Lake trailhead begins in the Olympic National Park, crossing over the boundary into the National Forest after 1-1/2 miles. It continues another 1-1/2 miles to Wagonwheel Lake. A 4.8 mile, very steep trail leads up the east face of Mt. Rose to the 4,301 foot summit.

Administrative Contact Point: Hoodsport R.D. - 206/877-5254
P.O. Box 68, Hoodsport, WA 98548
Office Hours: M-F 7:45 am - 4:30 pm
Summer weekend hours 7:45 am - 4:30 pm



Quilcene Ranger District

BUCKHORN WILDERNESS

Size: 45,601 acres

Key Access Points:
NF Road 2610
NF Road 2743
NF Road 2720
NF Road 2812
NF Road 2825
NF Road 2950
NF Road 2927
NF Road 2926

Miles of Trail: Approximately 35

Elevation Range: 1,000' - 7,134'

General Description:

The 45,601 acre Buckhorn Wilderness is located in Clallam and Jefferson Counties in the northeast portion of Olympic National Forest. The Wilderness borders Olympic National Park on the west. The remaining convoluted boundary extends north of the Gray Wolf River and south to the Dosewallips River. Within the Wilderness area is 216 acres of private land. This is a patented mining claim known as Tubal Cain that has been inactive since the 1920's.

Landforms range from a high peak area in the westerly portion through foothills to valley bottoms. The elevational range is from about 1,000 feet on the Gray Wolf River to 7,134 feet at Mt. Fricaba. Major peaks include Tyler and Maynard Peaks, Buckhorn and Iron Mountain, Mt. Townsend and Mt. Fricaba.

There are 58.4 miles of Class I and II streams. Major streams are the Gray Wolf, Dungeness, and Big Quilcene Rivers and Copper, Silver and Tunnel Creeks. The Dosewallips River lies outside but near the southern boundary.

Several small high-elevation lakes, most of which provide sports fishing, are present. Charlia Lakes are an example.

Rugged topography creates a very diverse vegetation pattern. From timberline upward it grades from scattered subalpine fir, whitebark pine, and herb-dominated meadow communities, through areas sparsely vegetated by forbs to rocky peaks that harbor only a minimal cover of lichens and mosses.

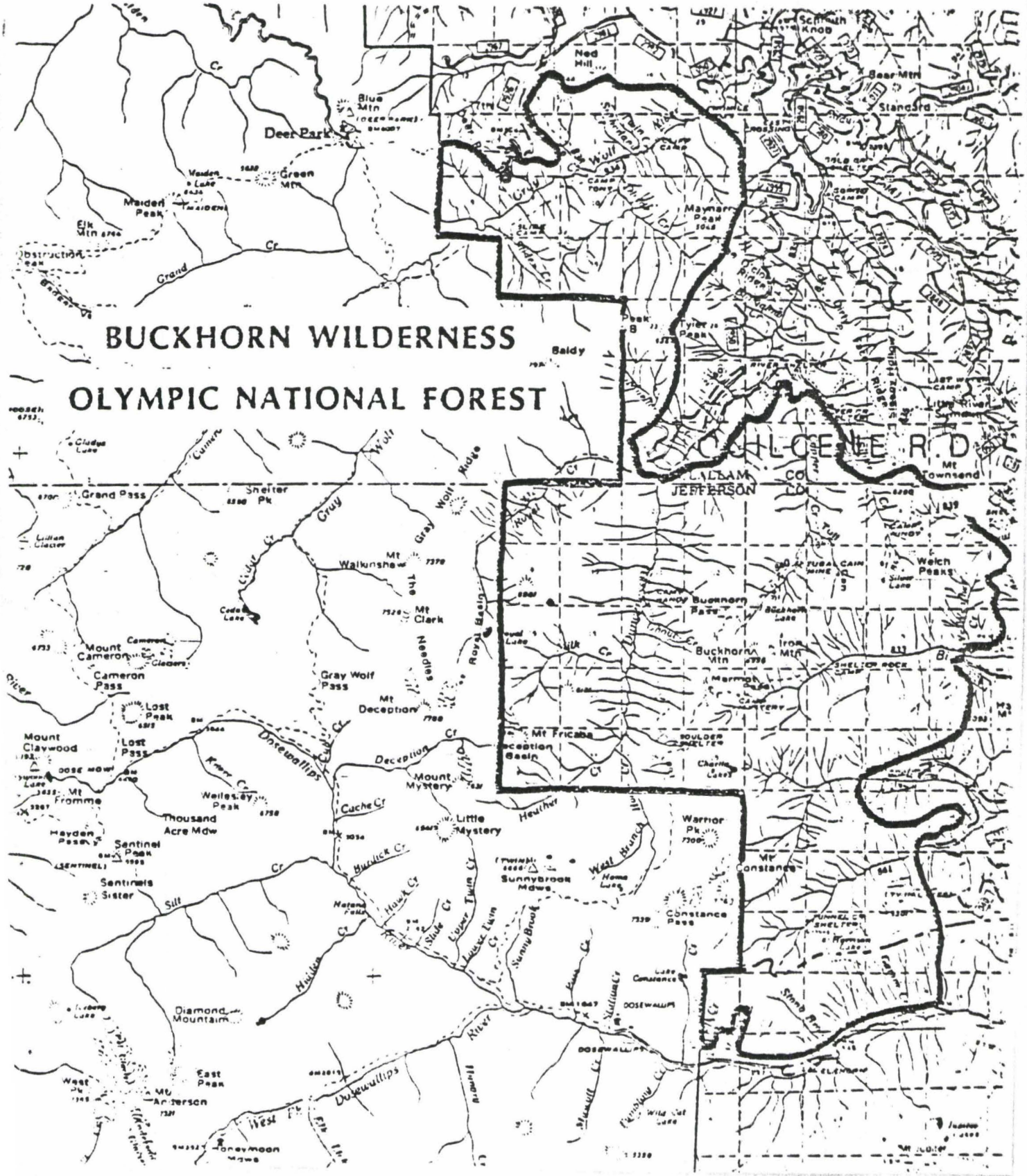
Downward from timberline there is a nearly unbroken canopy of Douglas-fir and western hemlock. Western redcedar, mountain hemlock and Pacific silver fir are also present.

Deer utilize the drainage bottoms for summer range. Areas below 1,500 feet in elevation provide some winter range. Bear, cougar, and bobcat have been observed over most of the area. Elk have been noted in the Gray Wolf drainage. Several small herds of goats range in the upper Dungeness. The Olympic Marmot is present and the northern bald eagle and goshawk have been sighted.

National Forest roads provide access to the boundary on all but the west side bordering Olympic National Park. Trails access destinations within the Wilderness and in Olympic National Park via the Gray Wolf, Dungeness, and Big Quilcene Rivers; Copper, Townsend, Royal, and Tunnel Creeks; and Dirty Face and Deer Ridges. Slab Camp trail provides a tie to the Gray Wolf trail. Approximately 35 miles of trail exist within the Wilderness.

Opportunities within the Wilderness include hiking and backpacking, horseback riding, lake and stream fishing and hunting.

Administrative Contact Point: Quilcene R.D. 206/765-3368
P.O. Box 288
Quilcene, WA 98376
Office Hours: 7:45 am - 4:30 pm



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J.H. Janda
Supervisory Forestry Technician
P.O. Box 68
Hoodsport Ranger District
Hoodsport, WA 98548
(206) 877-5254

CLEMSON SHORT COURSE

HOME PROJECT PROSPECTUS

The attached prospectus has been reviewed and approved for Jack Janda's home project.

JOHN PERKINS, Hoodsport District Ranger _____

JOHN DAVIS, Shelton District Ranger _____

BOB HAASE, Quilcene District Ranger _____

Bob Burns, Recreation Staff Officer
Olympic National Forest _____

FOREST SUPERVISOR, Olympic National Forest _____

PROJECT PROPOSAL FOR RECREATION SHORT COURSE
CLEMSON UNIVERSITY

TITLE: PROPOSED RECREATION MANAGEMENT ALTERNATIVES FOR THE EAST SIDE OF OLYMPIC NATIONAL FOREST

PROSPECTUS: THE DEVELOPMENT OF RECREATION MANAGEMENT ALTERNATIVES HAS BECOME NECESSARY AS OUR FOREST ATTEMPTS TO DO MORE WITH LESS. THIS REPORT WILL DEAL WITH THREE RANGER DISTRICTS (SHELTON, HOODSPORT, AND QUILCENE) ON THE EAST SIDE OF THE OLYMPIC NATIONAL FOREST. SOLEDUCK AND QUINAULT RANGER DISTRICTS ARE GEOGRAPHICALLY ISOLATED FROM THE REST OF THE FOREST AND COORDINATION BECOMES COMPLEX WHEN ATTEMPTING TO INCLUDE THEM IN THIS PROPOSAL.

THE OBJECTIVE OF THIS REPORT IS TO PROVIDE RECREATION MANAGEMENT ALTERNATIVES FOR THE EAST SIDE OF THE OLYMPIC NATIONAL FOREST TO LINE OFFICERS, RECREATION STAFF OFFICER AND THE FOREST SUPERVISOR. IT NEEDS TO REFLECT THE MOST EFFICIENT AND COST EFFECTIVE METHOD OF MANAGEMENT WHILE CONTINUING TO PROVIDE A QUALITY RECREATION EXPERIENCE FOR THE RECREATING PUBLIC.

THE NEED FOR AND DEVELOPMENT OF ALTERNATIVES IS BASED ON WHAT IS HAPPENING AT GROUND LEVEL. FOREST ALLOCATION OF FUNDS FOR RECREATION CAN NO LONGER SUPPORT EXISTING PROGRAMS. PRELIMINARY DOLLARS ARE SUPPORTING OVERHEAD (PLANNING AND ADMINISTRATION) WITH REMAINING FUNDS ALLOCATED TO OPERATIONS AND MAINTENANCE.

DUE TO LIMITED FUNDING, WE HAVE BEEN FORCED TO TAKE THE FOLLOWING ACTIONS:

CLOSED CAMPGROUNDS
SHORTER OPERATING SEASONS IN DEVELOPED SITES
REDUCED SERVICE IN DISPERSED AREAS (IN SOME AREAS, NO SERVICE)
REDUCED TRAIL AND MAINTENANCE PROGRAMS
REDUCED LEVELS OF SERVICE IN WILDERNESS

NOW IS THE TIME TO TAKE A GOOD HARD LOOK AT OUR VIABLE ALTERNATIVES. THEY WILL BE DEVELOPED AND PRESENTED TO LINE AND STAFF FOR THEIR REVIEW MAY 1, 1986.

JACK JANDA
HOODSPORT RANGER DISTRICT
OLYMPIC NATIONAL FOREST

Olympic National Forest P.O. Box 68
Hoodsport Ranger District Hoodsport, Wa. 98548

Reply To: 2300 Recreation November 5, 1985

Subject: Clemson Short Course Project

To: Files & Clemson Project Appendix

This letter serves as documentation of my meeting on 10/21/85 with Ted Stubblefield, Forest Supervisor, Bob Burns, Recreation Staff Officer, and the District Rangers of Quilcene, Shelton, and Hoodsport, all of the Olympic National Forest.

The purpose of the meeting was to assist me in defining the objectives of my Clemson project, to brainstorm proposed alternatives, and to set limits on the scope of the project.

The objectives are outlined in the prospectus for the project (Proposed Recreation Management Alternatives on the East Side of the Olympic National Forest). The alternatives considered are:

a) Status quo, existing management style
b) Zone management, realigned sub-units
c) Zone management, select activities
d) Combine recreation with other functions (functional mixes)
e) Contracting
f) Centralized vs decentralized

The scope of the project is intended to focus on:

a) The Forest Service organization only
b) Cost efficient to the tax payer
c) Hood Canal Districts only
d) Work with cooperating agencies
e) Compatible with size of District Study
f) Responsive to change
g) Recreation program (Developed, Dispersed, Wilderness & Trails, & Visitor Information Service)

It was understood from the beginning of the meeting, that the Staff Officer and Line Officers were involved in this project. They made the following statements:

1. Do not provide a recommended alternative
2. Look at trending - will it change the alternatives
3. Collect data on existing expenditures
4. Look at boundaries and how they effect management

A meeting was scheduled for December 12, 1985, to access my progress.

JOHNNY H. JANDA
Supervisory Forestry Technician

REPLY TO: 2300 RECREATION
SUBJECT: CLEMSON SHORT COURSE PROJECT (DOCUMENTATION)
TO: CLEMSON PROJECT APPENDIX

ON 1/10/86 A MEETING WAS HELD WITH JACK JANDA, HOODSPORT RECREATION ASSISTANT TO REVIEW HIS PROGRESS ON HIS CLEMSON PROJECT AND TO MAKE SUGGESTIONS FOR IMPROVEMENT. THOSE IN ATTENDANCE WERE TED STUBBLEFIELD, FOREST SUPERVISOR; ROBERT BURNS, RECREATION AND LANDS STAFF; JOHN PERKINS, HOODSPORT DISTRICT RANGER; AND DICK CARLSON, ACTING SHELTON DISTRICT RANGER.

SOME SUGGESTIONS THAT WERE ADDRESSED WERE: 1) REDUCE IMPLEMENTATION TIME FROM 5 YEARS TO 2 YEARS, 2) CHANGING THE LIMITATION OF RECOMMENDING ALTERNATIVES TO PROVIDING A RECOMMENDED ALTERNATIVE, COMPARE CURRENT SITUATION (INTERIM MANAGEMENT) AGAINST THE EVALUATION CRITERIA, AND REFINE THE MATRIX DISPLAYING EACH ALTERNATIVE SO THAT IT REFLECTS LINES OF AUTHORITY.

PACKETS OF THE UNCOMPLETED PLAN WERE HANDED OUT TO ALL ATTENDEES TO REVIEW AND RETURN WITH THEIR COMMENTS BY 1-17-86. IT WAS AGREED THAT ON 2-10-86 NEW PACKETS WOULD BE SENT OUT TO ALL FOR THE MEETING TO HELD ON THE 2-18-86.

Jack Janda

JACK JANDA
FORESTRY TECHNICIAN

REPLY TO: 2300 RECREATION PLANNING

SUBJECT: CLEMSON SHORT COURSE PROJECT

TO: CLEMSON PROJECT APPENDIX

ON 2/18/86 A THIRD MEETING WAS HELD AT THE OLYMPIC NATIONAL FOREST SUPERVISORS OFFICE TO REVIEW PROGRESS ON JACK JANDA'S CLEMSON PROJECT. THOSE IN ATTENDENCE WERE:

TED STUBBLEFIELD, FOREST SUPERVISOR
JOHN PERKINS, DISTRICT RANGER, HOODSPORT
ROBERT BURNS, RECREATION AND LANDS STAFF OFFICER
KEN ELDREDGE, ASSISTANT RECREATION STAFF OFFICER
ALLEN GRAFT, ACTING DISTRICT RANGER, SHELTON
CAROL BOOTH, REPRESENTING DISTRICT RANGER, QUILCENE
JACK JANDA, RECREATION ASSISTANT, HOODSPORT

PACKETS OF THE UNCOMPLETED PLAN WERE SENT TO ALL PARTICIPANTS WELL IN ADVANCE OF THIS MEETING TO FAMILIARIZE THEM WITH THE CONTENTS. SUGGESTIONS RECEIVED AT THE MEETING WERE CONSTRUCTIVE AND BENEFICIAL IN HELPING TO CLARIFY THE OVERALL PLAN.

THE FOLLOWING IS A LIST OF SUGGESTIONS AND ASSISTANCE I RECEIVED:

- LIMITATIONS AND ASSUMPTIONS WERE REFINED TO ELIMINATE UNNECESSARY VERBAGE

- IT WAS SUGGESTED I ELIMINATE ANY EVALUATION CRITERIA THAT DID NOT MEET OBJECTIVES (THERE WERE TWO THAT DID NOT APPLY) AND TO REWRITE ONE OF THE CRITERIA TO EMPHASISE (PUBLIC SERVICE).

- SOME RECOMMENDATIONS WERE MADE CONCERNING MINOR CHANGES IN WORDING WITHIN THE ALTERNATIVES TO CLARIFY RESPONSIBILITIES WITHIN AN ORGANIZATIONAL CHART.

- THE GROUP ASSISTED ME IN ASSIGNING A NUMBER BETWEEN 1 AND 5 (USEING THE KEPNER-TREGOE PROCESS) TO WEIGH AND COMPARE ALTERNATIVES TO EACH OTHER. THE ASSIGNED WEIGHTS WERE RATED ACCORDING TO THE RELATIVE IMPORTANCE IN MEETING THE OBJECTIVES. THE ASSIGNED WEIGHTS WERE (1) LEAST IMPORTANT, (3) MODERATELY IMPORTANT, AND (5) MOST IMPORTANT OR (LOW, MEDIUM, HIGH). THE PROCEDURE USED TO WEIGH EACH CRITERIA WAS THAT I WOULD ASSIGN A WEIGHT AND A DISCUSSION FOLLOWED AS TO WHY THAT WEIGHT WAS ASSIGNED. TWO OF THE CRITERIA ADDRESSED ARE OF EQUAL IMPORTANCE AND WERE SO WEIGHTED. THE FOLLOWING IS LIST OF THE EVALUATION CRITERIA AND THEIR ASSIGNED WEIGHTS.

<u>EVALUATION CRITERIA</u>

1. PROVIDES THE GREATEST SERVICE TO THE PUBLIC BY:

A. PROVIDES THE MAXIMUM NUMBER OF PAOT DAYS AT DEVELOPED CAMPGROUNDS.

B. MAINTAINS THE HIGHEST PERCENTAGE OF RECREATION FACILITIES WITHIN R.I.M. FACILITY CONDITION CLASS 1 & 2.

C. PROVIDES MAXIMUM OPERATION (FSL) AT INFORMATION STATIONS.

D. MAXIMIZES THE AMOUNT OF WILDERNESS ACRES TO BE ADMINISTERED.

E. PROVIDES THE MAXIMUM DISPERSED ACRES AVAILABLE TO THE PUBLIC.

F. MAXIMIZES THE NUMBER OF MILES OF TRAIL TO BE MAINTAINED WITHIN THE TRAIL SYSTEM (WILDERNESS AND NON-WILDERNESS).

WEIGHT - TEAM ASSIGNED A WEIGHT OF "5" AS BEING ONE OF THE MOST IMPORTANT CRITERIA TO BE MET TO MEET THE OBJECTIVES.

2. ECONOMICS: TWO FACTORS WILL BE ANALYZED TO MEASURE THE RELATIVE ECONOMIC EFFECTS OF THE ALTERNATIVES.

A. TOTAL RECREATION ORGANIZATION FULL TIME EQUIVALENTS (FTE'S).

B. ALLOWS THE HIGHEST PERCENTAGE OF DOLLARS TO BE ALLOCATED TO KEEP SITES OPEN AND FACILITIES MAINTAINED AT DESIGNATED SERVICE LEVELS.

WEIGHT - TEAM ASSIGNED A WEIGHT OF "5" AS BEING OF EQUAL IMPORTANCE TO THE SERVICE TO THE PUBLIC CRITERIA. ECONOMICS IS DIRECTLY TIED TO THE AFFORDABILITY OF PROVIDING THE QUANITY AND QUALITY OF SERVICE TO THE PUBLIC.

3. PROVIDES SKILLS AND EXPERTISE NECESSARY TO ACCOMPLISH PRIORITY JOBS BY:

A. MEETS NEEDS FOR PLANNING, BUDGETING, AND ADMINISTRATION OF RECREATION PROGRAM.

B. PROVIDES SUFFICIENT PERSONNEL TO ADMINISTER THE RECREATION PROGRAM.

WEIGHT - TEAM ASSIGNED A WEIGHT OF "3" BASED ON ITS IMPORTANCE BEING LESS THAT SERVICE TO THE PUBLIC AND ECONOMICS. QUALIFIED PERSONNEL ARE IMPORTANT TO PROVIDE AN EFFICIENT RECREATION PROGRAM.

4. MINIMAL DISRUPTION TO ORGANIZATION: FOUR FACTORS WILL BE ANALYZED TO MEASURE THE RELATIVE IMPACT ON PERSONNEL.

A. NO JOB CHANGE (SAME JOB AND LOCATION).

B. JOB CHANGE (RECREATION TO TIMBER).

C. POSITION TRANSFER (RELOCATES FROM DISTRICT A TO DISTRICT B).

D. ELIMINATES POSITION (EMPLOYEE IS TERMINATED).

WEIGHT - TEAM ASSIGNED A WEIGHT OF "1", BEING THE LEAST IMPORTANT OF THE FOUR CRITERIA.

J. H. JANDA

RECREATION ASSISTANT

G

United States Department of Agriculture | Forest Service | Hoodsport R.D.

Reply to: 2300 Recreation Management | Date: November 7, 1985

Subject: Clemson Short Course Project

To: Pete Erben, Quinault R.D.
Julie Van Reenen, Quilcene R.D.
Molly Erickson, Soleduck R.D.
George Bowen, Hoodsport Sub-Unit, Olympic N.P.

Enclosed is the Prospectus for the Clemson Recreation Short Course I attended in September, a copy of my letter documenting a meeting attended by the Forest Supervisor, Recreation Staff Officer, and Rangers of the Shelton, Quilcene, and Hoodsport Districts, and me.

I would like each of you to take a few minutes to critique these documents, make comments, expand on existing ideas, and add ideas or suggest alternatives. I know you are busy and have your own deadlines, however, I would appreciate your input into this project.

I look forward to your reply and would like your critiques by or before 11/20/85.

Thank you for your input.

Jack Janda

JACK JANDA
Recreation Assistant
Hoodsport R.D.

Enclosures

United States Department of Agriculture

Forest Service

Olympic National Forest
Quinault Ranger District
Quinault, WA 98575

Reply to: 2300 Recreation

Date: January 10, 1986

Subject: Clemson Short Course Project

To: Jack Janda, Hoodsport R.D.

I reviewed the Prospectus for the Recreation Short Course that you participated in during September, 1985, and a copy of the letter which documented the meeting you attended with the Forest Supervisor et al, on October 21, 1985.

I would first like to comment on each of the proposed alternatives individually before offering a suggested alternative.

a) Status quo - existing management style

Several recent trends have suggested the need of taking a hard look at the status quo, that is the way in which the Recreation Resource has been and is being managed on the Olympic National Forest. Shrinking Recreation budgets in the past 5 years and the projected need for austerity in all areas of federal spending beyond FY 87, suggest some type of change is needed if the Forest Service is going to continue to provide a quality recreation experience for the general public.

Each of the districts on the Forest have responded to the situation above by attempting to "streamline" their recreation programs. In most cases operating seasons in developed campgrounds have been shortened to coincide with periods of peak use. Several less popular developed sites have been eliminated or closed and the level of services provided in dispersed areas, trails, and wilderness has been significantly reduced. In some cases, the numbers of seasonal employees have been reduced and there has been a sharing of resources between different functions to "get the job done". We have begun to rely on volunteers as campground hosts and to help accomplish project work in wilderness and trail maintenance.

It is clear to me that the existing management style, while it has been somewhat effective in evolving with the times, needs to adapt to several new factors that are impacting our organization.

b) Zone management, realigned sub-units

Currently the Olympic National Forest is considering a "size of Ranger District Analysis" study. Recent events concerning the Shelton Cooperative Sustained Yield Unit, Gramm-Rudman Bill, NAR, etc. have shown that a realigned Ranger District configuration would, in fact, be more efficient in some ways and certainly realize cost savings. The most obvious course of action would be to reduce the number of ranger districts by one and redistribute the responsibilities to the remaining sub-units. It would seem to me that the existing Shelton R.D. could be administered by Hoodsport R.D. It would then seem logical to add the Duckabush and Dosewallips drainages to the Quilcene R.D.

JAN 15 1986

The Recreation Resource within such an alternative might be best realized by a Zone concept where the eastside districts would be managed as a unit. Recreation jurisdiction would, in reality, function across district or sub-unit boundaries. A recreation officer would be responsible for management of developed sites, trails, dispersed recreation, and wilderness on what is now the Quilcene, Hoodsport, and east half of the Shelton Ranger Districts. The Wynoochee Drainage would be managed by the Quinault Ranger District.

c) Zone mangement, select activities

This alternative would assume sub-unit boundaries would remain as they are today but some functional areas would either be zoned or share resources between districts.

This concept has worked well in the past at the SO level where soils, water, and fish and wildlife specialists have been zoned on the Forest. As an example, Hoodsport and Shelton Ranger Districts now share a District Engineer. This alternative has obvious cost efficiency advantages and allows expertise to be stationed at or spend more time on the sub-units.

d) Combine recreation with other functions (functional mixes)

This alternative has some promise and, in fact, has been used extensively on this Forest and many others in the Region. Functional mixes can work well as evidenced by Hoodsport's Recreation being managed within the Fire function on the District. The key here is having administrators that are sensitive enough and will continue to place emphasis on the recreation resource they are managing. Presently, Soleduck and Quilcene's Recreation departments are or will be combined with Timber. I feel that recreation will play "second fiddle" in situations like this as many feel timber is the most important resource the Olympic National Forest manages.

Most of the Districts have worked hard to promote and manage the recreation programs on their units and in some respects this alternative could mean a step backward.

e) Contracting

Contracting has been proposed as a way to provide some of all of the recreation services our agency now provides on National Forest Lands. The past track record has been mixed. Some services such as trail construction, trail maintenance, and campground garbage collection can be efficiently contracted. I feel the main drawback to such an alternative is that we end up spending recreation administration dollars on contract inspection administration. The necessary record keeping and inspection procedures can be time consuming and often costly. Other types of contracting have been less successful. A good example here might be the campground concessionaire program. The Seal Rock experience should serve fair warning that contracting isn't always the answer to providing sound recreation management on the Forest. I feel that the agency also loses a presence or visability that the public often expects when we contract services out. Poor quality of contracted services often reflects back on the Forest Service and sometimes this negative feedback is difficult to accept and deal with.

f) Centralized vs decentralized

The traditional concept of the Forest Service being a decentralized agency made up of ranger districts with strong mandates to manage the resources on that unit has slowly changed. The decentralized concept allowed more emphasis on the ground with particular attention paid to each area being managed with a local "flavor" or emphasis.

Centralization of lines of authority and recreation services has been a significant recent trend on most Forests. While centralized recreation planning and coordination is important to good recreation resource management, I feel it has resulted in the bulk of recreation budget dollars being used up before they reach the district level.

It may be that we are now returning to a more decentralized management concept because of manpower and budget constraints especially at the SO level. I think a decentralized recreation structure would provide maximum benefits to the respective units. District personnel would be able to acquire and use new skills that are now being provided by SO specialists. I feel it would also allow the recreation managers on the sub-units the opportunity to play a more active role in shaping policy and carrying out management objectives.

CONCLUSION

Overall, I think that the alternative that would probably be best suited to providing the most cost efficient method of managing the Recreation program on the Olympic National Forest would be b) Zone management, realigned sub-units. Although it may take some time for the Forest to realize this goal politically, (The Chief has to approve of any addition or deletion of administrative units) the Zone management concept will offer the best opportunity to maximize recreation outputs at a time when budgets are shrinking. A certain amount of coordination and cooperation has been occuring between Hoodsport and Quilcene Ranger Districts in the area of developed site management and both contract and force account trail maintenance for some time. Wilderness management would not be impacted greatly as they would be managed jointly under this concept.

I think this alternative makes the most sense because it will allow our limited recreation dollars and resources to be utilized in the most effective way.

I hope these ideas will be of some value in the development of your Clemson Short Course Proposal.

Pete Erben

PETE ERBEN
Recreation Assistant

United States Department of the Interior
NATIONAL PARK SERVICE
OLYMPIC NATIONAL PARK
600 East Park Avenue
Port Angeles, Washington 98362-6798

IN REPLY REFER TO:

Jack Janda
Recreation Assistant
Hoodsport Ranger District
Hoodsport, WA 98548

November 20, 1985

Dear Mr. Janda

In response to your request for alternatives for the management of Forest Service recreation facilities in The Olympic National Forest, I offer the following suggestions.

To begin with I suggest facilities be managed in modules. Rainbow, Falls View, Seal Rock Campgrounds and Mt Walker Viewpoint would be managed from the Quilcene Ranger District.

Dosewalips River dispersed camping and Elkhorn Campground would continue to be maintained by contract with The Olympic National Park. Long term management and planning would be the responsibility of Hoodsport Ranger District personnel.

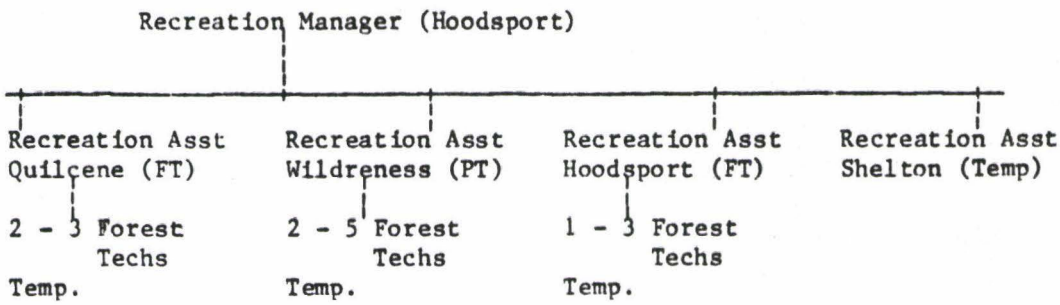
Campgrounds and sites in the Duckabush, Hamma Hamma, Big Creek would be managed and maintained by Hoodsport personnel.

Browns Creek Campground would be obliterated and dispersed camping only would be permitted in the South Fork Skokomish River.

Campgrounds and sites in the Lake Wynoochee area would be managed by The Quinault Ranger District.

Wilderness: Majority of wilderness management and monitoring would be accomplished by Hoodsport personnel. Coloned Bob Wilderness would be the responsibility of The Quinault Ranger District. Buckhorn Wilderness would be covered by Quilcene Recreation Assistant. In all cases Wilderness personnel would exchange patrol routes, information, coverage, and training with neighboring National Park backcountry personnel.

Staffing:


Recreation Manager (Hoodsport)
Recreation Asst Quilcene (FT)
2 - 3 Forest Techs Temp.
Recreation Asst Wildreness (PT)
2 - 5 Forest Techs Temp.
Recreation Asst Hoodsport (FT)
1 - 3 Forest Techs Temp.
Recreation Asst Shelton (Temp)

Trails: Trails originating on Forest land ans terminating on Park land would be maintained by contract agreement with The Olympic National Park. All other trails would be maintained by Forest Service personnel under the supervision of the Recreation Manager.

I believe these proposals would provide a balanced, efficient, and economical program in managing the diverse recreational facilities provided by the Olympic National Forest.

I thank you for the opportunity to comment.

Sincerely

George H. Bowen
Unit Manager
Olympic National Park

OLYMPIC NATIONAL FOREST

P.O. BOX 2288
OLYMPIA, WA 98507

REPLY TO: 1310 Methods of Doing Business

DATE: November 20, 1985

SUBJECT: Clemson Project

TO: Jack Janda

In response to our discussion of today, following are some of the things we discussed as well as some of my thoughts:

- Our discussion was very timely as you do need to firm up the sideboards of your project. Purpose, scope, and limitations are important to set at this stage so that everyone is at the same point you are as you get started.

- To take some of the current day threat away (especially from individual points of view) I would suggest your product be developed in a framework of "how could the job be managed if we didn't have Ranger Districts or Ranger District boundaries."

- The alternatives you develop can be related back to our organization and implementation planning could be done to complete the task for application.

- I visited with Ted a few minutes and that helped me "fix in" on the scope and limitations of the project better. As he sees them, it is to look at alternative ways of administering "what we currently have" more efficiently.

- Ted also says that the project should look at the "green" on the map, but you should not overlook "pointing out" opportunities to cooperate with either the Park or the DNR.

Jack, I hope this helps a little and captures some of what we discussed. As promised, I have sent you "via FLIPS" the Introduction section of our Size of District Study paper. Hope it helps, too.

Jim Conibear

RE: Clemson Project

Soleduck R.D.
11/22/85

Jack,

My comments to your alternatives:

a) - No. My experience this last year indicates we don't spend our $ very well.

b) - Great potential, but may be better postponed until the reorganization questions are settled. Management of Shelton recreation should best be decided by that group (avoid duplicating).

c) - I don't know what you mean.

d) - This is an excellent opportunity - but should have been incorporated a long time ago.

e) - There's a lot of potential for small scale projects (i.e. service contracts for cleaning, etc.). Stay away from projects where we lose F.S. identity (i.e. 1984 Seal Rock or having USPS administer our sites).

f) - Do you mean management by the S.O. would be centralized vs decentralized if run by the Districts? If so, NO! Why?

1. Reduces effective management of resources. (Decisions are less effective if "long distance").
2. Increases the cost (communication, travel, etc.).
3. It could allow favoratism to a particular District or project.
4. It could allow one poor administrator (i.e. in the S.O.) to ruin or impact several Districts.

My comments to the Scope:

a) - Include a look at the S.O. and/or R.O. organization.

In closing, you've missed a point. Last year 75%+ of the Region's REC $ were spent before there was any toilet paper distributed. We're fat at the top. The underlying problem is not necessarily how much we're funded, but how we spend what we're given. From what I've seen, this is only one small part.

Molly

FOR GLENN M. BLICKMAN
District Ranger

NOV 27 1985

United States Department of Agriculture | Forest Service | QUILCENE RANGER DISTRICT

Reply to: 2300 Recreation

Date: December 5, 1985

Subject: Clemson Short Course Project

To: Jack Janda
Hoodsport Ranger District

In reviewing your project proposal, the only addition I may make would be to add "Increased dependence on volunteer support to keep service available to the public" to the list of actions we have been forced to take due to limited funding.

While I agree that it does not make sense to include Soleduck and Quinault in this proposal I don't think you want to lose sight of the fact that whatever alternative is selected it will have some kind of effect on these other two Districts. Seems like you would want to briefly discuss and quantify the effects of each alternative, however small, on the westside Districts too.

The Forest currently has a task force set up to explore different organizational options for the ONF. This group is making a sincere attempt to solicit the opinions of ONF employees concerning reorganization, status quo, etc. It seems you may want to tap into some of the data they have gathered, particularly concerning people's attitudes. As we all know, even the most economical, efficient alternative from management's standpoint will face a difficult uphill battle veing implemented if it does not reflect some consideration for employees opinion and needs. "Ownership" of the preferred alternative by affected employees will be much greater if you speak to them from the outset.

I can offer a few comments concerning the alternatives listed in your November 5 meeting documentation:

----Since Quilcene and Shelton Districts are currently in the midst of a significant recreation (and total District) organizational changes, you may want to either clearly define what "status quo" is, or consider the "status quo" situation to be that which existed just prior to the start of downsizing.

----It seems to me zone management has possibilities if it avoids adding another layer of management (i.e. another GS-11 position) to the Forest organization. I could envision having a GS-11 recreation, wilderness and trails position stationed centrally on the east side Districts (on either Quilcene or Hoodsport, depending where District boundaries are redrawn as a result of the reorganization study). This would be in place of having the Assistant Forest Recreation Staff position we now have at the S.O. It seems this GS-11 could successfully carry on most of the Forest coordination duties needed from her/his "in the field" duty station. This naturally assumes that the time commitment to the Forest planning effort will decrease sometime in the future.

As a part of this, I would envision a GS-7,8, or 9 position on each remaining on each east side District to oversee operational details and other project input for recreation, wilderness, and trails.

Several advantages appear with this idea of one east side staff position responsble to each east side District Ranger. I feel it would:

1. Facilitate effective use of an east side trail crew.

2. It could eliminate any inequitable distribution of the scarce recreation and trail maintenance dollars among east side Districts as one individual would be responsible for the whole east side recreation operation.

3. It would facilitate consistency with the public and ONP in our operations particularly as regards fee collection, law enforcement, and the opening and closing of developed sites.

4. It could significantly decrease the "we vs. they" competitive attitude that currently exists between Districts and Districts and the S.O., since the entire east side Recreation effort would be run as one unit.

This option seems to me to combine the cost efficiency of a centralized recreation organization with the local decision making beauty of a decentralized organization where the District Ranger retains the decision making responsibility for her/his District.

If leanings are away from this modified zone idea and the decision is made to combine functions, I see a real advantage to a recreation-fire combination. Fire management already has some of the organizational structure in place during the summer season (i.e. prevention patrol people) to accomplish the recreation patrol and maintenance job we need done, particularly in our new Wilderness areas and neglected dispersed areas. I feel this overlap in duties and mutual need to talk with recreationists in the summer provides for a natural functional combination. Besides, it would allow for recreation and fire to split the cost as well as the duties.

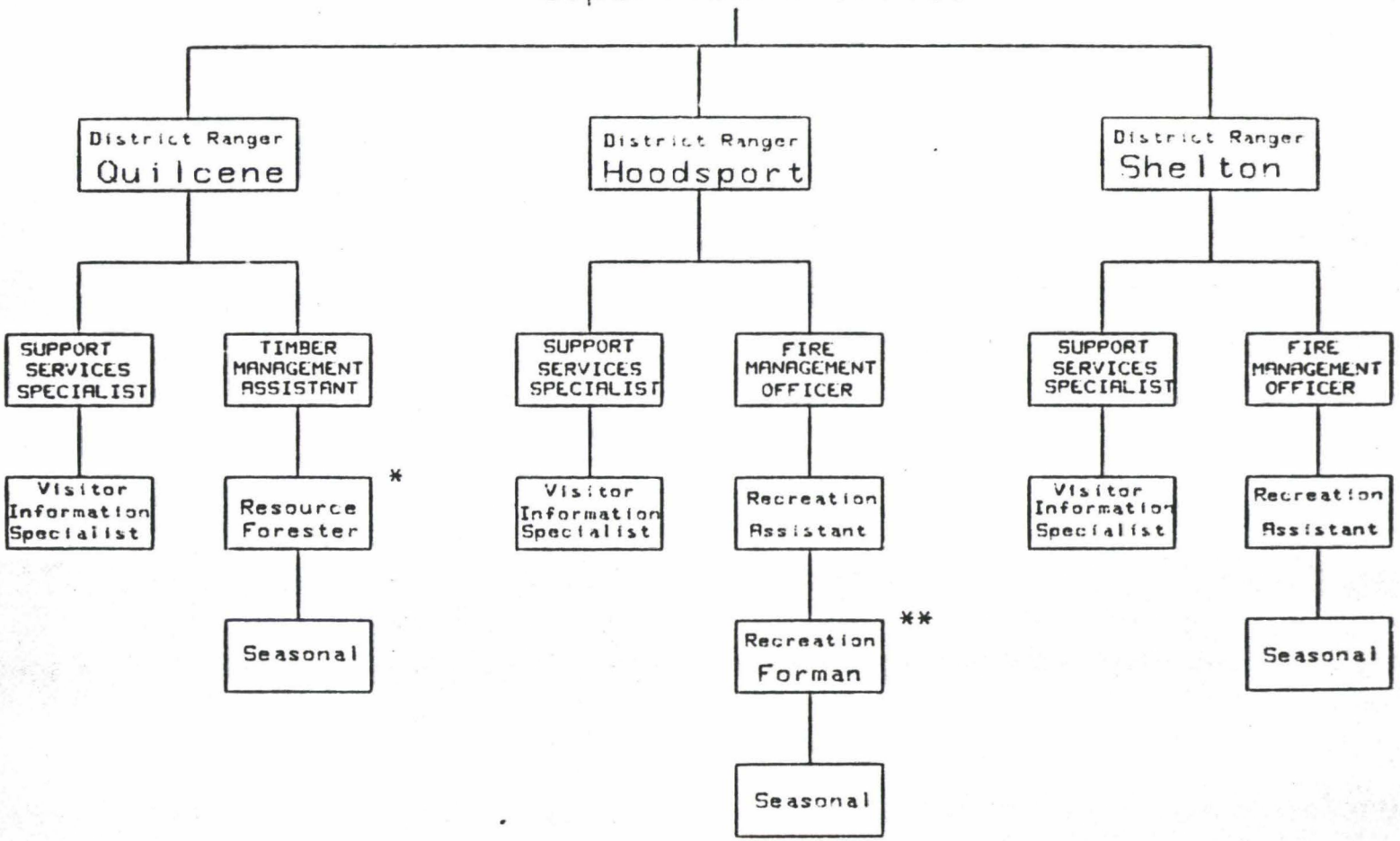
That pretty much covers my thoughts on the matter.

Good luck on this endeavor, Jack!

Julie

JULIE VAN REENEN
Resource Assistant

Alternative I
Current Management
(1-1-86)

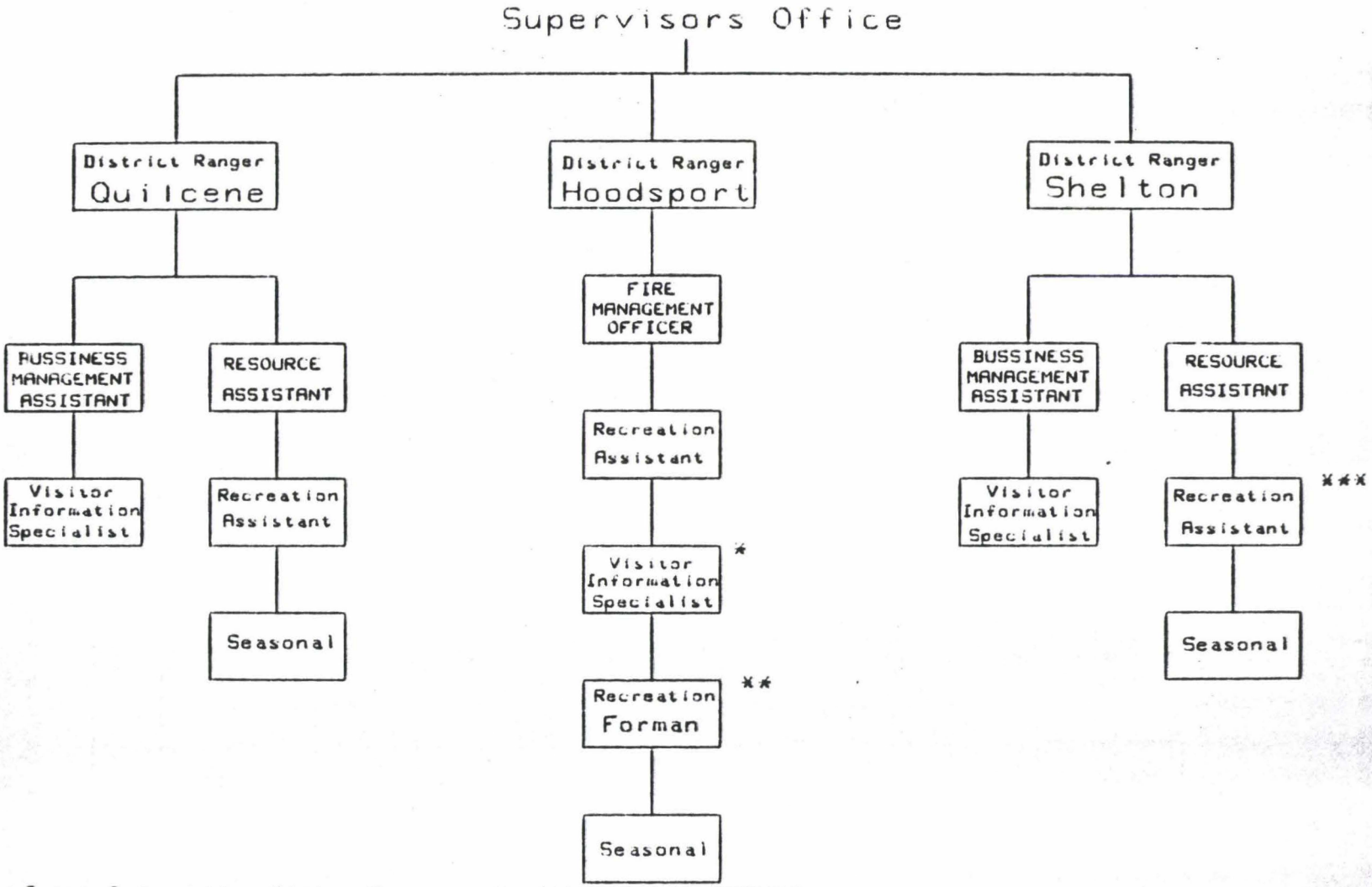


* Recreation/ NEPA/ Other Resouces

** Law Enforcement, Rec. Forman

Exhibit 1

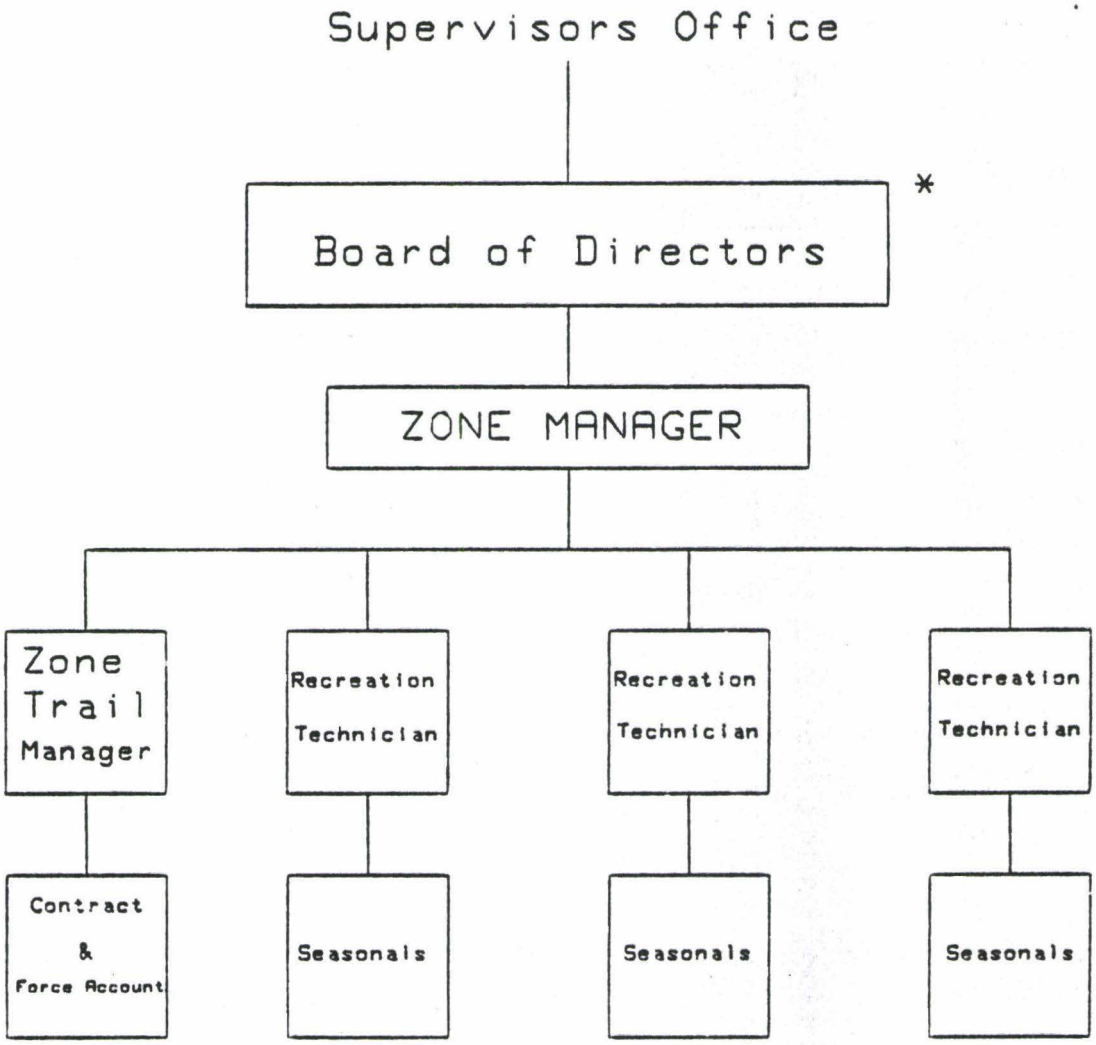
Alternative VI
Historic
(Pre-1985)



* Joint Information Office/Foreman, Mutifinanced by NPS/FS
** Law Enforcement, Rec. Forman, Mutifinanced
*** Recreation Assistant/Watershed, Multifunction

Exhibit 6

Alternative VII
Zone Management



* Made up of East Side District Rangers

Exhibit 7

Alternative VIII
Centralization

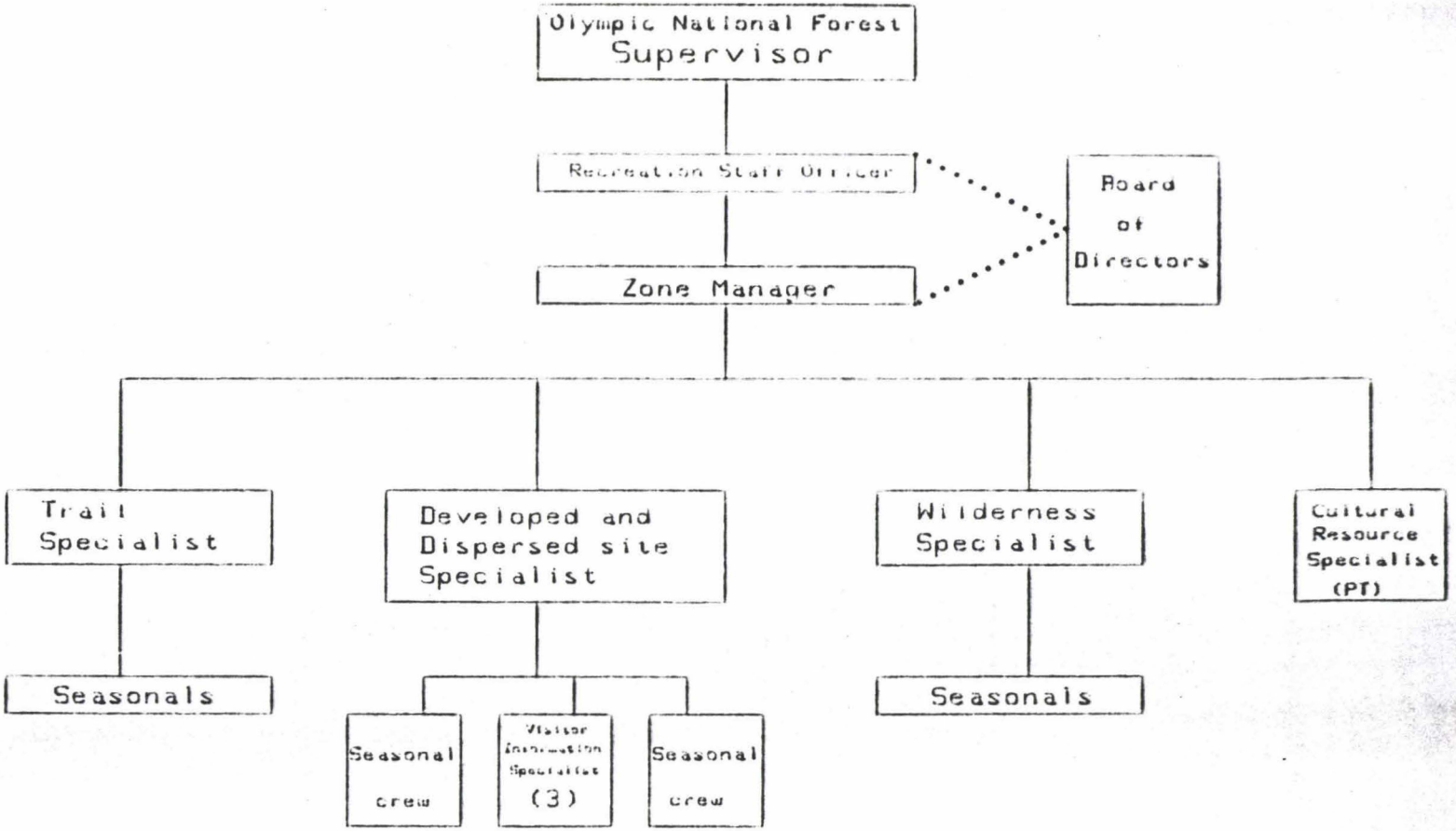


Exhibit d